This is a digital copy of a book that was preserved for generations on library shelves before it was carefully scanned by Google as part of a project to make the world's books discoverable online.

It has survived long enough for the copyright to expire and the book to enter the public domain. A public domain book is one that was never subject to copyright or whose legal copyright term has expired. Whether a book is in the public domain may vary country to country. Public domain books are our gateways to the past, representing a wealth of history, culture and knowledge that's often difficult to discover.

Marks, notations and other marginalia present in the original volume will appear in this file - a reminder of this book's long journey from the publisher to a library and finally to you.

Usage guidelines

Google is proud to partner with libraries to digitize public domain materials and make them widely accessible. Public domain books belong to the public and we are merely their custodians. Nevertheless, this work is expensive, so in order to keep providing this resource, we have taken steps to prevent abuse by commercial parties, including placing technical restrictions on automated querying.

We also ask that you:

+ *Make non-commercial use of the files* We designed Google Book Search for use by individuals, and we request that you use these files for personal, non-commercial purposes.

+ *Refrain from automated querying* Do not send automated queries of any sort to Google's system: If you are conducting research on machine translation, optical character recognition or other areas where access to a large amount of text is helpful, please contact us. We encourage the use of public domain materials for these purposes and may be able to help.

+ *Maintain attribution* The Google "watermark" you see on each file is essential for informing people about this project and helping them find additional materials through Google Book Search. Please do not remove it.

+ *Keep it legal* Whatever your use, remember that you are responsible for ensuring that what you are doing is legal. Do not assume that just because we believe a book is in the public domain for users in the United States, that the work is also in the public domain for users in other countries. Whether a book is still in copyright varies from country to country, and we can't offer guidance on whether any specific use of any specific book is allowed. Please do not assume that a book's appearance in Google Book Search means it can be used in any manner anywhere in the world. Copyright infringement liability can be quite severe.

About Google Book Search

Google's mission is to organize the world's information and to make it universally accessible and useful. Google Book Search helps readers discover the world's books while helping authors and publishers reach new audiences. You can search through the full text of this book on the web at `http://books.google.com/`

Class JK7775
Book 1916e

TO FIX THE COMPENSATION OF CERTAIN EMPLOYEES

HEARINGS

BEFORE

THE SUBCOMMITTEE OF
THE COMMITTEE ON LABOR

HOUSE OF REPRESENTATIVES

SIXTY-FOURTH CONGRESS

FIRST SESSION

ON

H. R. 11876

A BILL TO FIX THE COMPENSATION OF CERTAIN EMPLOYEES OF THE UNITED STATES

MARCH 20, 21, 22, 23, 27, 30, AND
APRIL 3 AND 5, 1916

WASHINGTON
GOVERNMENT PRINTING OFFICE
1916

JK775
1916c

SUBCOMMITTEE OF THE COMMITTEE ON LABOR.

JAMES P. MAHER, New York, *Chairman*.
JOHN I. NOLAN, California. CARL C. VAN DYKE, Minnesota.
EDWARD E. DENISON, Illinois.

II

D. of D.
JUN 12 1916

CONTENTS.

Statements of—	Page.
Ainsworth, Frank H., president Federation of Federal Civil Service Employees	16, 230
Algate, Stanton	162
American Federation of Labor, legislative committee of	4, 21
Baird, W. W	307
Baldwin, Edward P	311
Bateman, Miss Margaret C	71
Brown, Rachel R	186
Bureau of Labor Statistics, Department of Labor, Ethelbert Stewart	274
Bush, Fenwick	165
Bush, Frank A	305
Cain, George L., president of National League of Government Employees	325
Cantwell, Edward J., secretary National Association of Letter Carriers	33, 39
Cheseldine, James C	315
Christian, J. A. H	55
Clarke, M. W	198
Consumers' League of District of Columbia, Miss Zip S. Falk, executive secretary	263
Cuddy, George	88
Dawson, Geo. N	159
Draper, Leroy L	302
Eden, David	149
Edwards, Thos. R	82
Erickson, Lars W	175
Etheridge, Miss Florence W., treasurer Federal Employees' Union	179
Evans, D. J	138
Falk, Miss Zip S., executive secretary Consumers' League, District of Columbia	263
Federal Employees' Union—	
H. M. McLarin, president	39, 204, 352
Miss F. E. Etheridge, treasurer	179
Federation of Federal Civil Service Employees, Frank H. Ainsworth, president	230
Flaherty, Thomas H., secretary-treasurer National Federation of Post Office Clerks	107
Gansberg, Martin W	160
Goldman, Harry	290
Gonzhorin, Mrs. M. E	80
Graddick, Miss Laura J	62
Hardy, Henry J	73
Harris, B. H	99
Holiday, Arthur	164
Holder, Arthur E., legislative committee of the American Federation of Labor	4, 21
Jackson, E. F	146
Jones, Robert S	79
Kelly, Thomas F	100
Kerns, John C	163
King, Joseph W	227

Statements of—Continued. Page.
Lahey, Daniel 196
Louby, P. J 67
Machen, J. D 120
Mitchell, Frank J 194
Mohl, John W 216
Moir, J. T 21, 33
Moncure, R. C. L 154, 163
McGowan, Thaddeus 171
McLarin, H. M., president Federal Employees' Union 39, 204, 352
McNally, Miss Gertrude 80
National Association of Letter Carriers, Edward J. Cantwell, secretary 33, 39
National Association of United States Civil-Service Employees at Navy Yards, Alfred H. Rodrick 221
National Federation of Post Office Clerks, Thomas F. Flaherty, secretary-treasurer 107
National League of Government Employees, George L. Cain, president 325
Nolan, Hon. John I 359
O'Connor, Thomas F 186
Parker, Mrs. Mary A 272, 321
Pouncey, John W 127
Pinkston, William E 98
Raines, H. A 145
Reese, Lowrey A 174
Reynolds, A. W 150
Rodrick, Alfred H., National Association of United States Civil Service Employees at Navy Yards 221
Rogers, Frank T., president United National Association of Post Office Clerks 129
Rosenberg, Lester 169
Rhodes, J. L 123, 144
Ryan, Edward J 285
Schlag, Charles P 314
Scheffer, J. William 296, 320
Skinner, John W 156
Smoot, Miss Kate V 58
Stearns, P. G 93
Stewart, Ethelbert, chief statistician, Bureau of Labor Statistics, Department of Labor 274
Taylor, Richard 189
Thompson, Matthew 309
United National Association of Post Office Clerks, Frank T. Rogers, president 129
Waldman, John R 312
West, R. P 142
Williams, Charles 202
Winslow, Frederick W 298

TO FIX COMPENSATION OF CERTAIN EMPLOYEES.

SUBCOMMITTEE OF THE COMMITTEE ON LABOR,
HOUSE OF REPRESENTATIVES,
Washington, D. C., Monday, March 20, 1916.

The committee this day met, Hon. James P. Maher presiding.

Mr. MAHER. A quorum being present, we will start the hearing on House bill 11876. Is there any regular order in which the persons interested will proceed?

Mr. NOLAN. I think we will have to map out some satisfactory program, Mr. Chairman. I understand there are a number of people here from different sections of the country, particularly from the eastern section. I understand also there is one man on the way from San Francisco, representing the civil-service employees out there, who has not yet arrived. I think, after we have an opening statement on the part of the representatives of the American Federation of Labor, as to the position of that organization, we might give some consideration to a plan whereby those from outside of Washington may be heard first, so that they may get back to their positions. A great many of them, as I understand it, are here on leave. It might be a good idea to take a list of all those representing the civil-service employees here in the District, and as fast as we can conveniently hear them we shall call them, so that they will not be losing time, but can be on call. That, however, is a matter we can determine before we adjourn for the lunch hour.

This bill, which is one with which we are all familiar, is similar to one that I introduced in the Sixty-third Congress. At that time it went to the Committee on Reform in the Civil Service. I also introduced a bill in the early part of the Sixty-fourth Congress, which also went to that committee. Feeling that it was purely a wage question and not a matter that should be considered by the Committee on Reform in the Civil Service, I amended it so as to strike out all reference to civil-service procedure, and it finally landed in the Committee on Labor, to which committee I felt it properly belonged. I have collected a great deal of data, and I have from each one of the heads of the Executive Departments, or did have in 1914, the number of employees, the per diem, the monthly, and yearly compensation of the employees in all the Executive Departments, working in all branches of the civil service throughout the country. I shall submit that data along with any other statement that I may desire to make later. I will give way at this time to those who are now here and who have to go back to their respective employments. I ask now that the representative of the American Federation of Labor be permitted to address this committee on this bill, stating the position of that organization with regard to it.

STATEMENT OF MR. ARTHUR E. HOLDER, LEGISLATIVE COMMITTEE OF THE AMERICAN FEDERATION OF LABOR.

Mr. HOLDER. Mr. Chairman and gentlemen of the committee, I am going to take but a few minutes this morning. Probably, if there is an opportunity later during the hearing, I shall ask to be heard again. I prefer, however, that you hear from the people who are directly affected by the requirements of Mr. Nolan's bill.

First, let me say that the principles of this bill—practically the bill itself—have been emphatically indorsed by two of the conventions of the American Federation of Labor, showing that the sympathies of that great organization are enlisted in behalf of the principles contained in this measure.

This bill calls for a minimum of $3 per day, if one is employed by the day; $90 per month, if employed by the month; and $1,080, if employed by the year. I think I can prove to you before I leave the stand that this is a very reasonable measure; in fact, it is too reasonable to permit a citizen of the United States to live with common decency and raise a family. There have been a great many difficulties confronting the low-waged and low-salaried employees of the Federal Government in the past in their efforts to secure legitimate increases in pay. Of course, the only avenue that has been open to them in the past has been through amendments to the appropriation bills, and ordinarily only those that have been reported by the Appropriations Committee. Now, it is a well-known fact that the Appropriations Committee is not a legislative committee and has no power to initiate legislation covered by this bill.

This bill, No. 11876, provides, therefore, the substantive foundation to permit an appropriation committee to base salaries and wages for all employees upon a measure of this character.

Fortunately, the proponents of this bill will not have to run counter to one of the greatest objections to legislation for social welfare, which is usually hurled quickly at such measures. There will be no fear that this bill may be called unconstitutional. So we have no hesitancy in saying that we are willing to go ahead and present our views—present all the views and arguments that we think should be presented—to this great Committee on Labor in order that it may consider the social welfare of the people who are employed by the Government of the United States.

I have compiled a short table which I have entitled "The minimum cost of bare existence for husband, wife, and three children." I take it for granted that the average man who is working for the United States Government wants to be a man of family; he wants to be a normal man. I have not compiled my figures upon an excessive family, but on a family made up of a husband and wife and three children. The figures are based on a year of 365 days. I calculate that the family can only exist if each one of its members eats three meals per day. For five persons, at the very, very modest sum of 5 cents per meal, it would amount to 75 cents per day, or $273.75 for 365 days in the year. If there are any ladies present who have had charge of a family and have attempted to set a table and cut the price of meals down to 5 cents per meal per person during the year 1915–16 and succeeded, I want to take off my hat to them and do them honor,

because they are among the greatest financiers that America possesses to-day. I know that away back in the panic years of 1893–94, when I was living in a little western town and was able to have a few chickens and raise truck for myself and children I managed to scrape through on 5 cents a meal. I have kept pretty close tab of all expenses since I have been living in Washington, and I have attempted to itemize and keep account of expenses. I know that we do not eat as much as we did then, and I know that we do not live quite as luxuriously and do not have as large a variety of food. We can not supply the food for a meager meal, under any circumstances, for less than 10 cents per person. I have, however, placed my figures in this table at 5 cents, so that if, in your good judgment, you care to use this data upon the floor of the House, or afterwards, you can easily show that you have not made your estimate high.

People have to have shelter. I have put my figures for a house, or rooms, at $20 per month, or $240 per year; and it is a mighty poor house that you can get in Washington for that sum; if you rent rooms they will be found to be poorer than the house.

Now, we can not live in this day and generation without water. It costs us at least 50 cents a month for water in Washington, or $6 a year.

Clothing is another item. I do not think that any man working for the United States Government in any position or capacity, whether he be messenger, janitor, engineer, or laborer, can get by with less than two suits of clothes during a year. I have figured that he should be allowed $15 each for two suits, and I will add that you can not get much of a suit in Washington for that price. Now, that cost is $30 for the year for two suits. I do not even provide the man with an overcoat. He will have to go without an overcoat during the winter. I have allowed three suits of underclothes. Any person living in Washington will find that it is difficult to get by in the summer time with three suits of underclothes. Figuring the underclothing at $1 per suit will make $3 per year.

I allow the lady of the house one suit a year, and she will not be a fashion model upon any of the streets or avenues with one suit. I have allowed her a suit with a cloak, at the munificient sum of $25. Judging from what I know of prices at the milliners', and from what I have seen in the windows of dealers in ladies' garments, you can not get much of a suit at that price. Three suits of undergarments for the wife at $1 per suit makes $3.

For the three children, I allow clothes at $10 each, making $30 for the year. Then I have figured underclothes and stockings for the children at $9 a year. Two pairs of shoes for the husband and two for the wife, at $2.50 per pair, amounts to $10 per year. Two pairs of shoes for each child, at $2 per pair, amounts to $12 per year. Now, shoes at these prices are not very substantial. They must be repaired, and I allow the very modest amount of $3 for the year for shoe repairing for the family.

We can not get along very comfortably without heat and light. I have found upon close examination that we can not do with less than $2 per month for gas, especially when it is used for cooking, ironing, and washing. As to coal, I have figured that at $7 per ton. It is only during the early part of the season that you can get it at that price.

If it is purchased at the end of the season in small lots it costs $7.50. Estimating 7 tons at $7 per ton makes $49 for the year. Taking a winter like the one we are having now, I doubt very much if any family could get throught with 7 tons.

Of course we have to keep clean, and soap is a necessary item. I am not surprised that the mention of soap should cause some amusement, but I can not live without soap. We are all familiar with the old quotation, "Cleanliness is next to godliness"; and it is conducive to good citizenship. I allow 10 cents a week for soap for a family of five. That amounts to $5.20 for the year. Then there are other things, such as matches, firewood, replacing broken crockery ware, cooking utensils, etc., for which I have allowed $10 a year. For bedding, tablecloths, matting, rugs, other floor covering, and replacing broken or worn-out furniture I have allowed $20 per year. We need towels, and sometimes a window shade. For these and other minor but necessary comforts, such as caps, hats, wraps, umbrellas, etc., I have allowed $15 a year.

Gentlemen, the total cost of those bare expenses amounts to $767.95. Will you tell your constituents or the House how a man employed under the Government can get by at a salary of $720 a year, and which, I regret to remind you, is not the lowest figure that is being paid?

You will notice, gentlemen, that I have made no allowance for the following expenses, which are usually necessary in civilized communities: There is nothing allowed for street car fares; there is nothing allowed for tobacco; there is no expense for whisky or other stimulants; there is nothing for the children or the wife in the shape of candy. I think there should be a little once in a while at least. There is no expense for schoolbooks and other school needs. They are all supposed to be heathens, never attending divine worship, as there is nothing allowed for church. Of course, they are not expected to waste time reading newspapers and magazines, so that they will not have any money to spend for literature or education. They will not be expected to attend the theater, the "movies," go on excursions, or attend social or church parties. Nothing is allowed for those things. Of course they will not be able to pay insurance, belong to any frataernity, or even pay trade-union dues. They will not have any correspondence, consequently there will be no postage stamps or stationery to purchase. We will expect that the family will remain stationary; that there will be no expense for births; there will be no expense for deaths; there will be no expense for sickness; there will be nothing allowed for medicine or doctors. Further, there will be no expense allowed for accidents or lawsuits. Without any allowance for these things which I have just mentioned, it still costs $767.95 to stay here on earth and serve the Government.

I am going to leave this table with you gentlemen, and if you will permit I should like to have it incorporated in the record. I shall hurry along now and present to you some direct statements by other people. I have here a statement prepared by Mr. F. H. Ainsworth, president of the Federal civil-service employees, port of San Francisco. I understand that a similar letter was sent to every Member of Congress, and I shall ask to have that incorporated in the record so that it will follow my remarks. It is a broad, clean statement and argument, in which Mr. Ainsworth urges a leveling up of the wages of the lower-paid employees.

Mr. NOLAN. Do you know whether Mr. Ainsworth is to be here? I have information that he left San Francisco to attend this hearing.

Mr. HOLDER. I do not know, but for fear that he would not be here I offer his statement.

I want to say a word now with reference to the watchmen here in Washington. You probably know that there are all kinds of wages paid to watchmen. You would naturally suppose that there would be a standard rate, but watchmen in one building get much more than in another. I want to speak particularly about the watchmen employed at the Bureau of Engraving and Printing, and who have specific duties to perform. They are held responsible for the preservation of order, and they have to guard the building; they have to see that the employees are kept in the proper divisions, and that they do not leave the same without proper cause; they have to keep the time of employees entering and leaving the building; they have to see that the rooms are left in order; they have to inspect all locks. At some posts there are as many as 1,000 locks. They have to guard the plates from which the money is printed. They have to guard those plates that are locked on the presses. They have to watch the electric stoves in order to prevent waste of current. They have to guard stamps left in the examining division. They are held responsible for the safekeeping of the Government's money previous to receiving number and seal; that is, money that has not been placed in the vaults. They have to see that hundreds of windows are kept locked; and that no unnecessary lights are kept burning. They are required to report by clock system every 10 minutes from 8 p. m. to 5.50 a. m. They are required to inspect all packages leaving and entering the building. They are required to see that no one leaves the bureau building without proper cause, and that no visitors are permitted in the building except at the designated hours. For all those duties and responsibilities they are paid at the rate of $720 per year. They have asked for $840 a year. I certainly hope that they will be successful in getting the minimum that this bill provides—at least $3 per day. Please do not forget that those men work seven days a week.

I find, upon examination of wages paid watchmen at other places, that in the Federal service at Boston, in the office of the Assistant Treasurer, they are paid $850. Over at the Library of Congress, just across the street, they get $900 a year. At the National Geological Park they get $840 a year. In the Forest Service they receive $840 a year. The Capitol policemen, right here in this own building, get $1,050 a year—that is, for the privates. The special officers get $1,200, while the captain gets $1,800. Why this discrimination? Surely the watchmen at the bureau, with their manifold responsibilities, are worth as much as watchmen elsewhere.

I am going to hurry, because I want to afford an opportunity to other gentlemen to express themselves on this question. I am going to ask you now to give particular consideration to the janitors and custodians of our public schools.

Mr. NOLAN. Have you that written there [referring to papers Mr. Holder took up]? Have you that in such form that it can be incorporated in the record?

Mr. HOLDER. I can close immediately with this.

Mr. NOLAN. I did not mean that. I simply wanted to know if the statement was in such form that it could be incorporated into the record.

Mr. HOLDER. Yes, sir; these documents can be incorporated. One is a letter of transmission; the other is a set of resolutions by the custodians and janitors of the District public schools. There is attached a tabulated, comparative table of the wages paid custodians and janitors in the public schools throughout the Nation. In no other city are the wages for such service as low as in the city of Washington. In this table the lowest increase is 20 per cent, and the highest, in New York City, is 146 per cent. This table alone will be worthy of your careful consideration.

Mr. NOLAN. I want to ask you one question: You referred to the appropriations committee. You are aware of the fact that a rider was placed on the legislative, judicial, and executive appropriation bill of 1913 which prohibited the head of any department from raising the salary of any employee in the department out of a lump-sum appropriation?

Mr. HOLDER. Yes.

Mr. NOLAN. A great many of the employees who are affected by this bill are paid out of lump-sum appropriations, are they not?

Mr. HOLDER. Yes, sir.

Mr. NOLAN. And consequently it takes a legislative act of this character from a legislative committee before they can get relief?

Mr. HOLDER. Absolutely. It is necessary before they—members of the Appropriation Committee—can get authority.

Mr. NOLAN. There is no authority at the present time for the heads of departments to increase their salaries. In fact, the law strictly prohibits them from raising the salaries of these employees.

Mr. HOLDER. In fact, you will find an archaic record in some appropriations for services stipulating that the salaries or wages were not to be any more than were paid on January 1 of some year back yonder. It makes it prohibitive on the part of an administration official to increase the wages.

Mr. VAN DYKE. These janitors connected with the Washington schools are paid by the Government, are they not?

Mr. HOLDER. Yes, sir.

Mr. VAN DYKE. You are aware of the fact that in the custodian service the janitor's receive $600 a year; that is $50 per month?

Mr. HOLDER. In the Treasury Department?

Mr. VAN DYKE. Yes, sir.

Mr. HOLDER. They have a variety of prices.

Mr. DENISON. I would like to ask you a question. Do you know how many employees of the Government would be effected by this proposed bill here in Washington?

Mr. HOLDER. I have not made that examination. I would not like to make a wild estimate of it.

Mr. DENISON. You have no opinion on that at the present time?

Mr. HOLDER. No, sir.

Mr. DENISON. Do you happen to have any information as to the number it would affect in the entire United States?

Mr. HOLDER. No, sir; I have not had the time to go into that feature of it. I anticipated that those questions would be asked, and I am very sorry that I am unable to answer.

Mr. NOLAN. I would say, in answer to Mr. Denison's question, that in 1914 I got that information from the heads of each of the executive departments through the chief clerks. Of course that might vary a little now, but I do not think it would vary to any considerable extent. I think, perhaps, it might be a good idea for the committee to call on the chief clerks of the departments.

Mr. DENISON. May I suggest that we get the head of the Department of Labor to get this information and incorporate it in the record?

Now, there is another question I desire to ask: You have been speaking particularly with reference to a family consisting of a husband and wife and three children, have you not?

Mr. HOLDER. Yes, sir.

Mr. DENISON. And you have been speaking with reference to that family living in Washington, D. C.?

Mr. HOLDER. Yes, sir.

Mr. DENISON. Of course this bill applies to all employees in the United States, does it not?

Mr. HOLDER. Yes, sir.

Mr. DENISON. Have you any figures as to the cost of living in other places, which you can submit to the committee at this time?

Mr. HOLDER. I have not prepared them, but I can supply them.

Mr. DENISON. Are you able to state to the committee what percentage of the employees of the Government in Washington City that would be affected by this bill is unmarried men and what percentage is men with families of three children?

Mr. HOLDER. No, sir; I can not furnish that information at this time.

Mr. DENISON. The remarks you have made with reference to the cost of living, even in Washington, would not apply to boys or young men who have no families, would they?

Mr. HOLDER. No, sir.

Mr. DENISON. You do not know what percentage of the employees here in Washington is unmarried men?

Mr. HOLDER. No, sir.

Mr. DENISON. You have no information whatever on that subject?

Mr. HOLDER. I take it for granted that they would be normal young men, and if they are not married now they would eventually be. My table is intended to describe the standard size of family.

Mr. DENISON. I will ask you this question: Is there any minimum wage scale in the District of Columbia that applies to private employment that you know of?

Mr. HOLDER. I can not give those figures, Mr. Denison. I know that as rapidly as working people organize, one of their first efforts is to arrange a minimum schedule.

Mr. DENISON. That is, by agreement?

Mr. HOLDER. Yes, sir. Of course, they are not rigid; they are elastic; they are dependent upon the feeling that may exist between the employer and the employee, and the ratio of organization among the workers. They can then change, or rather raise minimum rates.

Mr. DENISON. I wanted to find out—and I thought probably you would know—if there prevails in the District of Columbia any arrangement of that kind affecting common labor, by agreement or otherwise.

Mr. HOLDER. I would rather that question was answered by men who are really connected with that vocation. I believe they are here and they will be able to speak specifically and definitely.

Mr. DENISON. Do you know what the ordinary wage paid to men in the District of Columbia is for such labor as is done in the Government service? I have reference now to the labor in the Government service that would be affected by the provisions of this bill.

Mr. HOLDER. You mean the watchmen, janitors, elevator men, and so on?

Mr. DENISON. Yes, sir.

Mr. HOLDER. I have no figures. I anticipated that the committee would look into some of these things, so that I did not feel at liberty to try to go into them in the short time which I had.

Mr. DENISON. I thought it possible that you might have that information.

Mr. HOLDER. No; I have not.

Mr. DENISON. Let me ask you this question: Do you know whether any of the cities in which the Government has any considerable number of employees have a minimum wage law?

Mr. HOLDER. Applicable to men?

Mr. DENISON. Yes, sir.

Mr. HOLDER. No. We have made endeavors to avoid such legislation.

Mr. NOLAN. Do you mean as far as it affects employees of the cities or municipalities?

Mr. DENISON. I have reference to State legislation.

Mr. HOLDER. I mean private employees. I did not mean for State or municipal employees.

Mr. DENISON. Some States have minimum-wage legislation?

Mr. HOLDER. Applicable to women and minors. They have also passed legislation regulating the wages of the State employees and employees in the political subdivisions of the State. Our organizations have been parties to such minimum-wage rates. Arrangements have often been made for such wage schedules, but not where it would require by law that the private employer should pay the private employee a certain amount.

Mr. DENISON. Except as to women?

Mr. HOLDER. Yes, sir; except as to women and minors.

Mr. DENISON. Then, there has been no legislation in any State fixing a minimum wage for men except as State employees?

Mr. HOLDER. That is right.

Mr. DENISON. Does the American Federation of Labor approve of that legislation?

Mr. HOLDER. For women and minors?

Mr. DENISON. Yes; or for men.

Mr. HOLDER. Not for men. We will support that method for the women and children until they are able to stand on their own feet.

Mr. DENISON. Why does the American Federation of Labor indorse this legislation in favor of the Government employees and not otherwise?

Mr. HOLDER. Simply because we are face to face with a different situation.

Mr. DENISON. Explain that, if you please. I would like to have your explanation in the record.

Mr. HOLDER. With regard to arranging negotiations from an economic standpoint, for employees of the United States Government, the only channel we have left open is legislation. We do not expect that the Government of the United States will ever drive its bargain so hard and fast that its employees will rise with a sufficient protest to say: "We will stop work; we will withdraw our service." We do not expect that at any time will men be in charge of this Government who will drive its employees to that last resort. We do expect, however, to be able to come before the committees of Congress and before Congressmen individually to make our appeals. We will make our appeals through every known channel in order that there may be a decent minimum wage. The employees are on precisely the same basis that Congress itself was. Congressmen have said from time to time, "Our salaries are too low." When they were $4,000 a year they were raised to $5,000; from $5,000 they were raised to $7,500. That applies equally to other officers of the Government and to judges upon the bench. The public has made no complaint about that. They have not used hard names, but they have expected that the people in charge of their own affairs would arrange those affairs with some degree of balance and propriety in return. We did not expect that the low-wage employees of the United States Government would have had to wait so long and to plead so frequently for some relief from the harsh conditions they have had to bear after Congress had helped itself and the higher salaried administration officials. I did not want to have to say that, but one thing brings out another, and we might as well see the facts as they are and take into consideration the public sentiment as it exists.

Mr. NOLAN. Is it not a fact that the elective and appointive officials of the States and political subdivisions are practically in the same position as the heads of the executive departments of the United States in that they can not raise wages without authority of law; they must have authority of law?

Mr. HOLDER. So far as my knowledge of State regulations goes I would say yes.

Mr. NOLAN. I want to bring out this fact: The difference between governmental action and the action of a private employer is that the private employer has the absolute right, from time to time, to get together with his employees by means of raising the wages. The very opposite is the case so far as the cities and municipalities and the Government of the United States are concerned. Unless it is directly authorized in an act they have no power; they are limited to the appropriations at their command, and consequently governmental employees are subject to the will of the legislative bodies.

Mr. HOLDER. That is right. It might be added that the private employer has absolute control over his own funds. The public administrator for a State or nation has only that control over the funds that is permitted by the legislative body. Of course he is naturally restricted. As a result there is only one period when the employees can come and ask for a change in wages or a change in their relations, and that is when the legislative body is in session. It is practically the administrator of funds.

Mr. DENISON. Don't you think that the fact that there is not a right to strike, as we commonly call it, on the part of Government em-

ployees—at least, such a right is not recognized—should make a difference between Government employees and private employees?

Mr. HOLDER. I think it should. I think it is generally recognized that instead of admitting that right can be denied the workers may say, "We will waive that right"——

Mr. DENISON (interposing). I did not say denied. I meant not encouraged.

Mr. HOLDER. I would not say that the employees of the United States Government or any State government should be denied that right.

Mr. MAHER. You represent the Federal employees that would be affected by this bill?

Mr. HOLDER. Yes, sir.

Mr. MAHER. Will you state whether or not those employees pass civil-service examinations showing whether they are physically and mentally fit for the positions?

Mr. HOLDER. All of them do, I believe. There are very few private appointments these days.

Mr. VAN DYKE. May I say that a part of them do not pass a mental examination. Some of them do not take mental examinations because their line of work is such that a mental examination is unnecessary.

Mr. HOLDER. Probably that explanation is correct, but I would rather have it put this way: They have, at least, to make a personal registration, which is equivalent to an examination. They have to show that they are at least people of good and dependable character and physically capable.

Mr. DENISON. Do you think that there should be any distinction whatever in fixing the wages of a man of family and a man who has no family?

Mr. HOLDER. No, sir.

Mr. VAN DYKE. On that very question, which I have heard discussed here before, let me say that I went to the Interior Department the other day and one of the chiefs made this statement in discussing the matter of promotion: A man who was not entitled to promotion by reason of seniority had made a request of him at least three or four times during the last six months for a promotion to enable him to get married. He was receiving, as I remember it, $60 a month, and was desirous of getting married, but he could not do so upon that compensation. As a matter of fact, is it not true that a great number of employees in this city do not get married for the simple reason that the wage is insufficient to take care of two people?

Mr. HOLDER. I would have to draw my own conclusions upon that. I suppose it is so. To answer the first question of Mr. Denison, which preceded yours, I wish to protest most vigorously against any employer, even the Government of the United States, placing a premium upon a man living in single blessedness.

Mr. DENISON. Would you approve of placing a premium upon getting married?

Mr. HOLDER. I think a man should be encouraged in that.

Mr. DENISON. Well, I am a single man myself and I want to get your views on that question. What would you think of a provision or an arrangement by which a single man in the employ of the Gov-

ernment receiving a certain wage would, upon becoming a married man and the head of a family, get a little larger wage?

Mr. HOLDER. I would be perfectly agreeable to that if it could be practically arranged or if we had such employment standards throughout the service. That would be all right, provided you had two or three classes, so as to give the employee a probationary period during which he could demonstrate his capacity and dependability. You should not make the class rates or wage steps too varied. You could give the young man the opportunity and he would know that he was going to get an increase in wages in a definite period. However, I prefer a standard flat rate for equal service.

Mr. DENISON. I do not know about it. I have never thought of the practicability of it, but from the standpoint of equity and fairness, it does seem that a distinction of that kind would be a proper one.

Mr. HOLDER. It depends upon how you would work that out. Suppose that in our congressional affairs a Congressman who had served more terms than others and who had been promoted for that reason to the great Committees on Appropriations, Judiciary, or Interstate and Foreign Commerce——

Mr. NOLAN (interposing). Or the Committee on Labor?

Mr. HOLDER. Yes. I will come to that later. It might be that such a Congressman would be deserving of a higher wage than a new Congressman with no legislative experience or a Member on a smaller committee, like the committee on Reform in the Civil Service, which has been inactive, as you know, or the Committee on Mines and Mining, which has not been rated up to its full standard, or this committee, which is, after all, the greatest committee that there is in the legislative program of the United States. It has not yet reached its height of dignity, but I predict that some day it will have charge of its own appropriations. It is dependent upon the growth of sentiment and organization among the people who call themselves laborers and are willing to be classed as wage-workers. As that strength of sentiment and unity develops, Congressmen will be vying with each other for places upon this committee. It will be the ambition of many to sit at the head of this table. That time has not yet arrived, but it is coming very rapidly. There has been nothing more encourageing before this committee than this legislation proposed and advocated to-day, when this piece of social and industrial statesmanship is being considered by this committee.

Mr. DENISON. Let us see if we understand the second section of the bill. Explain that briefly, if you please.

Mr. HOLDER (reading):

> That all employees of the United States as defined in section 1 of this bill who are now receiving compensation at the rate of more than $1,080 per annum shall receive an increase of 5 per cent of the amount they are now receiving each year for the next four years, making, in all, a net increase of 20 per cent.

Mr. DENISON. That is not supposed or intended to relieve any embarrassed or distressed condition among the employees, like the first provision?

Mr. HOLDER. No, sir.

Mr. DENISON. That provision, as I understand it, is a general provision to increase all wages?

Mr. HOLDER. Yes, sir; and that is perfectly justifiable, in my mind.

Mr. VAN DYKE. When you get above $1,080 you are getting into the technical branches of the Government, is that true?

Mr. HOLDER. Of course, there are some branches of the service where annual wage arrangements are made, at the present time. I have in mind one branch of the service that has increased the rate in 12 years from $3.04 to $4.56 per day. That was not done at once, but the steady, constant, and persistent effort, and absolutely due to trade-union activity. I do not know whether that would apply to all.

Mr. MAHER. Do you believe that there should be some limit on section 2?

Mr. HOLDER. Up to where I read in line 3?

Mr. MAHER. No; section 2.

Mr. HOLDER (reading):

That any employee who may receive an increase of compensation under section 1 of this act which shall amount to more than 20 per cent shall not be included underr the provisions of this section; but any employee who shall receive an increase under section 1 of this act which does not amount to 20 per cent of the compensation he now receivevs, that brings his compensation up to the minimum amount specified in section 1, shall receive a yearly increase in compensation of 5 per cent of the amount he now receives, until the total increase shall aggregate not less than 20 per cent of the compensation he now receives.

I think that is the greatest act of justice that could be incorporated in the bill.

Mr. MAHER. The way I read this bill, it would appear to me that a man receiving $5,000 a year would receive an annual increase of 5 per cent for four years—an annual increase.

Mr. HOLDER. That would be 20 per cent on $5,000. That would be $1,000, or an increase to $6,000 in four years.

Mr. MAHER. If he were receiving $10,000 he would still be eligible under this act. Don't you believe in placing a limit on it?

Mr. HOLDER. I doubt very much whether an official would be called an employee.

Mr. NOLAN. Let us get this right. The $5,000, $6,000, $8,000, and $10,000 positions in the Government are very few in number. That would not amount to much. They are mostly appointive positions, and are not included in this measure.

Mr. VAN DYKE. Is it not your opinion that this applies to the classified civil service? Why not make it read so that certain classified employees will be promoted automatically year by year?

Mr. HOLDER. Apply it to some employees, but not to all?

Mr. VAN DYKE. I was under the impression that this bill did not take in classified civil service employees. Can you tell me about that?

Mr. NOLAN. That was one of the provisions that I had to strike out of this bill in order to get it before an active committee.

Mr. HOLDER. I do not presume that this bill is perfect or that it is complete. It only contains the good germ, and it is left to you gentlemen to develop and perfect it. You have the bedrock foundation. It remains now for you, in your judgment and wisdom, to build this up so as to perfect the fundamentals, and to make it clear and comprehensive, and deal out justice to those low-waged employees of the public who really are deserving of it.

Mr. DENISON. I do not think there is any doubt but what a great many employees receive ridiculously low wages. I only want to see you go at it in the right way.

Mr. HOLDER. Yes.

Mr. MAHER. Your opinion is the committee will do that?

Mr. HOLDER. Yes.

Mr. MAHER. I think you are right.

Mr. HOLDER. I think they will find more joy in making this bill perfect than any other congressional work they have yet engaged in.

Mr. MAHER. We will hear from Mr. Moyer, of New York, representing the laborers in the customs service.

ESTIMATED MINIMUM COST OF BARE EXISTENCE FOR HUSBAND, WIFE, AND THREE CHILDREN FOR A YEAR OF 365 DAYS.

[By Arthur E. Holder.]

3 meals per day for 5 persons at 5 cents per meal each, equals 75 cents per day; for 365 days	$273.75
Rent:	
House or rooms, at $20 per month	240.00
Water:	
50 cents per month	6.00
Clothes:	
2 suits for husband (no overcoat), at $15 each	30.00
3 suits of underclothes, at $1 per suit	3.00
1 suit for wife, with cloak	25.00
3 suits of underclothes, at $1 per suit	3.00
Clothes for 3 children, at $10 each	30.00
Underclothes for children, stockings, etc	9.00
2 pairs shoes for husband, 2 pairs for wife, at $2.50 per pair	10.00
2 pairs each for 3 children, at $2 per pair	12.00
Repairs for shoes for year (no rubbers)	3.00
Heat and light:	
Gas for light and cooking, at $2 per month	24.00
Coal, 7 tons, at $7 per ton	49.00
Household needs:	
Soap for laundry and bathing, 10 cents per week	5.20
Matches, firewood, replacing broken crockery ware, cooking utensils, etc., per year	10.00
New bedding, table cloths, matting, rugs, other floor covering, and replacing broken or worn-out furniture, per year	20.00
Towels, window shades, other minor but essential articles for household and family wear, such as hats, caps, wraps, umbrellas, etc., classed as miscellaneous	15.00
Total cost of bare existence for family during year	767.95

It will be noticed that no entry has been made for the following expenses, which are usually necessary:

Street cars	None.
Tobacco	None.
Whisky	None.
Other stimulants	None.
Candy	None.
School books and other school needs	None.
Church expense	None.
Newspapers, magazines, etc	None.
Theaters, movies, excursions, social or church parties	None.
Insurance, lodge dues, trade unions	None.
Postage and stationery for correspondence	None.
Cost of births	None.
Cost of deaths	None.
Cost of sickness, medicine	None.
Cost of accidents, or lawsuits	None.

Families who are shackled by the iron laws of economic necessity on an income of $720 per year can indulge in no extravagance, not even the necessary luxuries above enumerated. Their lives are circumscribed within the limits of a bare existence for which there is no hope, no promise, no future.

Food:

COPY OF LETTER SENT TO EACH MEMBER OF CONGRESS.

PACIFIC BUILDING,
San Francisco, Cal., March 6, 1916.

Hon. ——— ———, M. C.,
Washington, D. C.

DEAR SIR: I am addressing this letter to you at this time for the purpose of asking your attention and such consideration as you feel able to accord to the deplorable situation of a number of the lower paid employees of the Government. I especially refer to those who are under the Treasury Department in what is known as the "custodian service."

Referring to page 827 of the Estimates of Appropriations for 1917, it will be seen that the department requests authority for an appropriation for 638 firemen laborers at $55 per month and 28 of the same class at $50 per month. A little lower down are the items, 102 elevator conductors at $60 per month, 66 at $55 per month, and 56 at $50 per month. On page 828 will be seen the items, 438 laborers at $55 per month, 1,321 laborers at $50 per month, 147 laborers at $45 per month, 130 charwomen at about $27 per month, and 761 charwomen at $25 per month. The foregoing is the situation regarding which I wish to trespass upon your time for a moment to discuss.

Many of the foregoing employees under the Treasury Department are employed in the custodian service in postoffices in the United States, and working in the post-office buildings are placed by the side of other employees of the United States under the Post Office Department, who are also laborers and doing a similar character of work for the same employer under practically the same conditions, with the same living expenses to meet, who receive $70 per month.

The House of Representatives, in its wisdom, at the present session, has abolished the $60 per month grade for post-office laborers and created the $70-per-month grade for 1,800 laborers in the Post Office Department. Can there be any equitable or logical argument or reason advanced why one laborer working in a post-office building of the United States or other public building, doing work which the Government itself characterizes as laborer's work, should receive $50 per month or $55 per month and another laborer in the same building, doing the same character of work, essentially living under the same conditions, should receive $70 per month? They are all employed by the Government of the United States, and can there be any justification for such, what I must reluctantly term discrimination?

In addition to the foregoing, permit me to present for your attention a remarkable incident which occurred in the year 1915 during the month of May, when the Acting Secretary of the Treasury, Hon. Byron R. Newton, under date of April 29, 1915, directed that all of the employees in the custodian class whom he designated "operating force for public buildings" were suspended for eight days without any pay because he stated that Congress failed to make the necessary appropriation. Just stop to think of it for a moment. A man receiving $50 per month trying to support a family and live in a manner which will permit him to enjoy the esteem of his fellow officers receiving $50 per month is arbitrarily deprived of work for eight days because the great Government of the United States has not enough money to pay him. And not alone that, at the very selfsame time, when this order went into effect or shortly thereafter, the same United States, operating through another branch of its executive department, installed in the city of San Francisco in the new customs building, a number of handsome bronze standard chandeliers or electric lamps. These were of a highly ornamental character and entirely in keeping with the building which they adorned. It is reported that they cost $1,000 each, making it, if my recollection serves me right, $6,000 for that particular item, and in that same building three sets of magnificent bronze doors, also entirely in keeping with the character of the building. These cost, it is said, about $8,000 each. Imagine for a moment the feeling of a humble servant of the public who had to pass by those magnificent lamps through those ornamental and artistic brass doors, and then not be able to get enough pay to support

himself and his family and in addition have a portion of that deducted because through another branch of the same Government he was not permitted to be employed full time. At this point I beg to submit for your further information a little statement of how some of these employees live and what they do with the money they receive.

Mr. A. is a fireman in the United States postoffice in San Francisco; he has a wife and two children and receives $2.25 per day. His fixed charges per month are:

Rent	$18
Groceries	26
Meat	8
Light and heat	5
Car fare	3
Vegetables and fruit	3
Total	63

Leaving $4.50 per month for clothing, medicine, insurance, education, and entertainment.

Mr. B. is an employee of the United States custodian service in San Francisco; he has a wife and three children and receives $55 per month. He makes the following statement of a portion of his fixed expenses per month:

Rent	$20.00
Car fare for self	2.70
Car fare for children to school	2.50
Light and heat	7.00
Total	32.50

Leaving $21.80 for food, clothing, medicine, insurance, education, and entertainment for five persons.

Mr. C. is an employee in the United States custodian service in San Francisco; he has a wife and three children and receives $55 per month. He makes the following statement of monthly expenses:

Rent	$12.50
Light and heat	3.00
Newspaper	.75
Groceries, meat, and vegetables	30.00
Car fare, self and children	7.75
Total	54.00

Leaving $1 per month for clothing, medicine, insurance, education, and entertainment for five persons.

I have cited three instances which seem to me typical and fairly representative of the class.

In addition to the foregoing I was advised last year while discussing this matter in Mr. Newton's office in Washington that the conditions that I recite here are even worse in the city of New York in the same branch of the service—that is, the custodian service or operating force for public buildings. I was told that one of Mr. Fitzgerald's constituents in Brooklyn, a clergyman, made the statement that a social worker in the city of Brooklyn seeking information as to children going to school or the causes of the nonattendance, found at one place two children who should have been in school. Upon inquiring the reason why these children were not in school, this worker was told by the children's mother that she did not have sufficient warm clothing to send them out, it being in the wintertime. The worker made further inquiry and was astounded to ascertain that the father of these children was employed in the custodian service of the United States and worked there for $50 per month, which he found was impossible to properly clothe his children with.

When the situation referred to above about the furloughing of men in the custodian service last May was brought to my attention, I asked the San Francisco Labor Council to make a strong protest, which was done. In reply to the telegram sent by that organization to Mr. Newton, he made this statement:

"Deeply regret necessity for furloughing custodian employees, but failure of Congress to appropriate sufficient funds for pay roll compels department to take this action."

So that you will see that the Treasury Department squarely puts the matter to Congress for a sufficient appropriation being made to employ these men on full time. There can be no question about the necessity of the employment for the reason that the buildings must operate on full time.

While I am aware that I am discussing a question concerning employees of the Government situated in different parts of the United States, and that perhaps the pay given is not as inadequate in some places as in others for the reason that the cost of living in some of the smaller cities is not so great as it is in the larger cities, I beg to submit, as you doubtless are well aware, in the city of San Francisco the lowest wage paid by the municipality to any employee is $3 per day, and the scale of wages for the industrial occupations outside of the municipality is in proportion so that those employees of the Government in this city are at a double disadvantage because they have to live in a community where the general standard of living is based upon a wage scale much higher than that which they receive, and furthermore, these rates of pay now in force, I am informed, have been practically unchanged for the past 25 or 30 years, and it is not necessary for me to call to your attention the mass of evidence before Congress and elsewhere showing the enormous increased cost of living for that period.

In view of this situation and on behalf of the Federation of Federal Civil Service Employees, I most earnestly request that you make such effort as you deem appropriate, either before the Appropriation Committee or on the floor of Congress, to have the pay of the custodian laborers raised to the same level as that of the post office laborer. I need not say to you that this was accomplished on the floor of the House when the Post Office bill was under consideration by a very simple expedient, and that was to fail to appropriate for any laborers at $60 per month and authorize the department to employ not to exceed a certain number at $70 per month. If that same procedure can be carried out in the present instance, I judge from the discussion that there took place on February 19 that such an amendment would come within the Holman rule and not subject to a point of order.

I also beg at this time to ask your consideration of the scale of wage to elevator operators. I notice in the estimates that, as I stated in the first part of this letter, a number were estimated for a $60 per month and less. Now, then, it is unnecessary to state that an elevator conductor occupies a position which requires alertness, good appearance, intelligence, and a vast amount of patience.

He has no opportunity for promotion and he performs a necessary and important function in the operation of a modern building. There can be no distinction as to the character of his performance of service, for he is either a good operator or an incompetent operator, and it is assumed that incompetent operators are not retained, and that only the competent ones are employed. Upon this assumption, it would seem that like service merits like compensation. I am advised, for example, that the elevator conductors in the Capitol receive about $100 per month. I know of two in San Francisco, who have been operating the same elevator for a period of about seven years at $60 per month, and I submit that the elevator conductor in San Francisco renders to the United States precisely as important and as satisfactory service as does the elevator conductor in the Capitol building. I don't say this to the disparagement of that operator, and I am glad that he receives the pay which he does, as I think he deserves it, but I submit that these two that I happen to know personally, and many others whom I have observed in many parts of the United States, are equally entitled to sufficient pay for them to maintain themselves and their families in comfort. I say nothing of luxuries or extravagances. Both of those men, working for the Government of the United States, have the moral right to demand that the Government of the United States pay them sufficiently for their time and labor that they may support themselves decently and give to their children proper home comforts and an education.

While not strictly germane to the subject of this letter and general in character, perhaps it may not be inopportune at this place to call your attention to the whole estimate for this particular branch of the service, beginning at page 826 and ending at page 828, inclusive. The point I have in mind is: Would it not be simpler, more businesslike, and much more economical to group all of the employees covered in these two pages under some simple and sensible classification? For instance, I find janitors at $75, $70, $65, and on down to $45 a month; and also janitor firemen, janitor watchmen, janitor

laborers, and janitor engineers; then come watchmen, watchmen firemen, and engineer janitors, and so on through the whole list there are a great number of distinctions in the title without and substantial difference in the occupation.

I am aware of the fact that this appropriation is built up originally by the individual units of the buildings to be cared for. When a new building is put into operation the custodian sends in an estimate of what he needs, and that is added from time to time to the appropriation and to the classification, but would it not be more systematic, equally effective, and certainly more economical to abolish this multitude of distinctions and meaningless designations and have the appropriation read, for example, 2,000 laborers or operators or whatever particular name might be selected, at $60 per month, and let that include everyone who receives $60 per month. In this particular case, these men do essentially the same character of work. A janitor in New York, cleaning a public building, is no different from a marble polisher in St. Louis or a laborer in San Francisco doing the same work, so that it seems to me a pertinent suggestion that this whole appropriation be reclassified in some simple, effective manner, and, if Congress wishes to make a distinction because of long and faithful service, that can be done by the simple method of using the designation laborer, first class; laborer, second class, etc.; elevator conductor, first class; elevator conductor, second class, etc.

It seems to me that there can be no reasonable justification for the many positions estimated for when there is no substantial difference in the character of the occupation.

I do not mean that this comment about the classification should apply to the skilled occupations, such as custodians and engineers, where a recognized mechanical status is intended to be maintained, but I do hold that janitors, janitor laborers, fireman laborers, watchman laborers, laborers, and helpers, and all that multitude of names mean nothing and could be dispensed with in a dignified and economical manner.

No doubt much more can be said along this line, but I believe that you will agree that it is not necessary, for you are doubtless more conversant with the mass of evidence supporting the efforts of this organization than I am, and it is not for the purpose of argument but for the purpose of asking specific action that this communication is written.

Yours, very truly,

F. H. AINSWORTH,
President Federal Civil Service Employees, Port of San Francisco.

COPY OF LETTER SENT TO EACH MEMBER OF CONGRESS.

WASHINGTON, D. C., *October 5, 1915.*

GENTLEMEN: We take pleasure in submitting herewith for your information a copy of a resolution which was unanimously adopted at the last meeting of Federal Labor Union No. 14596, American Federation of Labor, and they earnestly request that a 40 per cent increase of salary be granted, and that your honorable body give it the consideration which it unquestionably merits, and, if it meets with their approval, that they will take such steps as will insure its publicity, in order that the object of the resolutions may be obtained.

Assuring you that the request, if concurred in, will insure a higher standard of efficiency among the membership of local 14596, which will necessarily redound to the credit of the public schools of the District of Columbia.

Very respectfully,

W. P. CANNON,
Recording Secretary Federal Labor Union No. 14596, Washington, D. C.

RESOLUTIONS ADOPTED BY FEDERAL LABOR UNION 14596, JANITORS AND CUSTODIANS, AUGUST 3, 1915.

Whereas Federal Labor Union No. 14596, American Federation of Labor, composed of engineers, assistant engineers, firemen, janitors, custodians, laborers, and caretakers of the public schools of the District of Columbia; and

Whereas Federal Labor Union No. 14596 are now being compensated on a scale of wages far below that of cities of the same population (the scale of Washington ranging from $72 annually to $900 annually, while that of the average

city of the same population elsewhere being, for the same work, $740 to $2,500 annually); and

Whereas the cost of living in Washington is probably only exceeded by a like cost in the city of New York; and

Whereas members of Federal Labor Union No. 14596 work daily from 10 to 12 hours a day, and through the winter months from 14 to 16 hours; and

Whereas Federal Labor Union No. 14596, owing to the nature of their work, must be men of good reputation, good habits, and of good character, and must be men in whom confidence can be placed, as an enormout amount of public property is directly under their supervision and protection; and

Whereas Federal Labor Union No. 14596 has been making an honest effort for a number of years to secure increases of salary which, based upon the above facts, is a just request which should meet with favorable consideration; and

Whereas unlike any other class of District or Federal employees in the District of Columbia, Federal Labor Union No. 14596 are not granted any sick leave and but two weeks annual leave with the requirement that such annual shall be taken between July 1 and September 1: Therefore be it

Resolved, That Federal Labor Union No. 14596, American Federation of Labor, go on record as approving a request for a 40 per cent increase in salary, and further that this resolution be presented to the superintendent of schools and the board of education with the request that they lend their assistance toward correcting the condition of their employees; and be it further

Resolved, That copies of this resolution be presented to other trade-unions of the District of Columbia, the Board of Commissioners of the District, to the chamber of commerce, the board of trade, the citizens' associations throughout the city, and the District Committees of both the Senate and the House of Representatives.

Very respectfully,

[SEAL.]

W. P. CANNON,
Recording Secretary.

Comparison of salaries of the janitors of the District of Columbia schools and those of other cities.

City.	School. census.	Salary per month.	Per cent above District of Columbia salary.
8-room buildings or equivalent:			
Washington, D. C	56,563	$50.00	.....
Tacoma, Wash	16,836	70.00	40.00
Richmond, Va	22,459	65.00	30.00
Denver, Colo	38,416	75.00	50.00
Pittsburgh, Pa	80,872	104.40	109.00
Seattle, Wash	35,527	77.00	54.00
San Francisco, Cal	75,852	75.00	50.00
San Antonio, Tex	15,398	65.00	30.00
St. Joseph, Mo	13,322	60.00	20.00
St. Paul, Minn	29,000	67.50	35.00
Concord, N. H	2,900	55.00	10.00
Providence, R. I	29,385	55.00	10.00
Kansas City, Kans	15,708	65.00	30.00
Fall River, Mass	16,355	70.00	40.00
New York City, N. Y	1,485,706	123.50	146.00
Bridgeport, Conn	17,885	60.00	20.00
Springfield, Mass	18,696	80.00	60.00
Yonkers, N. Y	15,534	75.00	50.00
Columbus, Ohio	22,630	63.00	22.00
Waterbury, Conn	23,412	60.00	20.00
Harrisburg, Pa	11,778	60.00	20.00
Rochester, N. Y	29,722	92.50	85.00
Omaha, Nebr	22,295	78.00	56.00
Philadelphia, Pa	195,075	110.00	120.00
Los Angeles, Cal	87,199	108.00	116.00
Chicago, Ill	332,248	119.00	128.00
Detroit, Mich	77,624	86.50	75.00
Wilkes-Barre, Pa	12,283	65.00	30.00
Somerville, Mass	13,205	65.00	30.00
Camden, N. J	15,035	70.00	40.00
Newark, N. J	67,508	104.00	108.00
Boston, Mass	190,222	100.00	100.00

Larger schools increased proportionately.

Comparison of salaries of the janitors of the District of Columbia schools and those of other cities—Continued.

City.	School. census.	Salary per month.	Percent above District of Columbia salary.
12-room buildings or equivalent:			
Washington, D. C	56,563	$60.00	.....
Camden, N. J	15,035	91.00	51.00
14-room buildings or equivalent:			
Washington, D. C	56,563	70.00	.....
Camden, N. J	15.035	100.00	43.00
Hoboken, N. J	19,750	150.00	.....
28-room buildings—high schools:			
Washington, D. C	56,563	75.00	.....
Hoboken, N. J	19,750	200.00	166.66
First assistant:			
Washington, D. C	56,563	60.00	.....
Hoboken, N. J	19,750	100.00	66.66
Second assistant:			
Washington, D. C	56,563	60.00	.....
Hoboken, N. J	19,750	75.00	25.00

The average in 32 cities is 58 per cent greater than in Washington, D. C.

WATCHMEN IN THE BUREAU OF ENGRAVING AND PRINTING, WASHINGTON, D. C.

1. To preserve order and guard building.
2. See that employees are kept in proper divisions and not to leave same without proper cause.
3. Keep time of employees entering and leaving building.
4. See that rooms are left in order.
5. Inspect all locks (at some posts there are as many as 1,000 locks.)
6. To guard plates locked on presses.
7. Watch electric stoves to prevent waste.
8. Guard stamps left in examining division that are not placed in vaults (these stamps are protected only by padlocks).
9. Responsible for the sake-keeping of the Government's money previous to receiving number and seal that is not in vaults.
10. See that hundreds of windows are kept locked.
11. To see that no unnecessary lights are left burning.
12. Required to report by clock system every 10 minutes from 8 p. m. to 5.50 a. m.
13. Required to inspect all packages leaving and entering into the building.
14. Required to see that no one leaves the bureau building proper without proper cause, and that no visitors be permitted in building only at the designated hours.

STATEMENT OF MR. J. T. MOIR, OF NEW YORK, REPRESENTING THE LABORERS, CLASSIFIED, UNCLASSIFIED, AND PER DIEM MEN, CUSTOMS SERVICE.

Mr. MAHER. Give the stenographer your name and whom you represent.

Mr. MOIR. J. T. Moir, of New York, representing the laborers, classified, unclassified, and per diem men.

Mr. DENISON. I beg your pardon, but I did not understand that.

Mr. MOIR. I represent the unclassified laborers, classified laborers, and per diem laborers.

Mr. DENISON. Does not that include all there are?

Mr. MOIR. Yes; it includes all in the port of New York customs service.

The laborers in the customs service report for duty on the various piers and sugar refineries at 8 o'clock a. m. and continue until 5 p. m. with one hour for lunch. The work of this class of employees varies; some assist the United States weighers on the docks weighing importations of freight of all descriptions, from small boxes of macaroni, weighing about 20 to 25 pounds each, to steel castings and machinery weighing 3,000 pounds. That is the biggest weight that can be weighed by Government scales. Others assist in weighing tobacco, lemons, marble, wool, flour, nuts, tin plates, cheese, in fact everything that is imported, and as the United States weighers are supposed to weigh a certain amount of such freight for a day's work, the laborers are continually working.

I am submitting to the committee a list of articles arriving at the Bush Docks, in Brooklyn. That is the largest dock combination we have in the port of New York—the Bush Docks, in South Brooklyn. At these docks there are between 20 and 30 ships coming in a week, employing between 50 and 75 laborers a day down at these various piers. These men have to go in there and work on the pier from 8 o'clock in the morning until 12, when they stop with an hour for lunch. Then they go at it again at 1 o'clock and perform their duties until 5.

Now, all these men receive for this is $2.50 per diem. The unclassified per annum men receive $840 per year, or $2.33 a day; but the $2.50 per diem men only receive that while employed. It means if those men lose four hours a day they only receive $1.25 for the day's work. And they might hang around until 5 o'clock looking for work. They might report for work at 8 o'clock in the morning and not work for that day at all; or they might hang around there until 11 or 12 o'clock in the day and go home and lose their car fare. Those men are sworn-in employees called "per diem" laborers by the Government. That is why I say the Nolan bill is a good bill for those laborers who receive $2.50 per diem while employed, and it will enable them to make a compensation and to go out and do a little more for the $3 than they can with the $2.50.

Now, we have the unclassified per annum men who receive $840 per year. Those men have to do various kinds of work, the same as the per diem men in weighing the merchandise coming into the port of New York. They receive $840.

I will just read you an itemized bill for one month for a family of four children, a wife, and a husband. The salary paid this class is $840 per annum:

Rent of four rooms in New York is $18; light (gas) is $1.40; car fare and a 10-cent lunch——

Mr. MAHER. What do you mean; $1.40 a year or a month?

Mr. MOIR. A month. This is a month's expenses.

Mr. NOLAN. Are you reading that from a statement?

Mr. MOIR. From a statement.

Mr. NOLAN. Then you can turn that over to the stenographer for the record, can't you?

Mr. MOIR. Yes, sir. Car fare and a 10-cent lunch is $4.80. Now, we can not afford to buy a ton of coal with the $840 a year, or $70 a month. You must remember that to buy a ton of coal in New York it costs $7.25. We can not afford to buy a ton of coal out of $70 a month and have the other expenses, and we pay 40 cents a bag, and

we use nine bags a month, which makes a ton of coal to us $9. You can not buy coal in New York for less than $7.25 a ton, and to buy it by the bag, the way the poor laborer in the port of New York has to buy it, he has to pay 40 to 45 cents a hundred, and we use 900 pounds a month—it varies—and makes a ton of coal cost $9 at the end of the month.

Mr. DENISON. Nine hundred pounds does not make a ton.

Mr. MOIR. Two thousand pounds; but he uses nine bags at 40 cents a bag, and he uses nine bags a month. Then, for meat, not served every day, $12; groceries and green vegetables, $24; life and fire insurance $4.89. The total is $68.89. That leaves a balance of $1.31 to buy clothes, shoes, hats, and wearing material of all kinds; pay doctors' and other bills.

Mr. MAHER. It has been stated that the men in the department that you represent dress very well?

Mr. MOIR. They must dress well.

Mr. MAHER. Will you state how that is?

Mr. MOIR. The way they dress in New York—in some branches, of course, we have to wear a collar and tie in performing our duties; and some of the laborers, to tell you the truth, work alongside of the men who receive $1,400 for the same kind of work, and we must show up just the same as they do. For instance, take myself. I am called a classified laborer. I have men working right alongside of me that get $1,400 a year and, practically saying, they do less work than I do.

Now, my traveling expenses in a month amount to $13.25—my traveling expenses alone. I must lay that money out for a whole month before I receive it back from the Government. For the month of March I will lay out $13.25 for traveling expenses, and I will receive it back on the 6th day of May. The way I have to do that, I take that check I receive from the Government and cash it and put away each day the amount for the following month. And that is the way we have to live in New York on the $840 per annum basis.

There are other men in the Government service who do not have quite as much expense as the classified men. They receive the same, $840 per annum. Their duties are what we call the Government "tallymen." They start to work at 7 o'clock in the morning, knock off at 12 for an hour for dinner, go back at 1 again, and work until 6. That is 10 hours a day; and, according to the laws and Constitution of the United States, no laborer is supposed to work over eight hours a day, but still these men work two hours over every day and receive no compensation for the same. And if these men are not on the dock to verify the count of this different merchandise that is coming in the Government would not collect 1 cent of duty, because there would be nobody there to be responsible for what is going off those docks if those men were not there to keep an account and turn it in to the customs inspector at the end of the day's work, showing such and such stuff was delivered. And while those men receive the small salary of $840, sometimes working right alongside of them are men who do not do the same work as they do receiving $6 a day for every day in the year, Sundays included.

Mr. DENISON. What are they called?

Mr. MOIR. Customs inspectors.

Mr. DENISON. You do not think the inspectors and laborers ought to have the same pay, do you?

Mr. MOIR. I do not say that.

Mr. DENISON. What is the point you are making?

Mr. MOIR. I say this man who is working for the Government doing practically the same work should be paid for the work he performs, and that these tallymen performing the work the way they have to do it should be paid accordingly.

I have another little statement here. Right below this $840 working man is one who received $600 a year as a laborer. This man has a family of five, two adults and three children. These are true statements. Rent of three room in a rear house, $12 a month; lighting (lamps and oil)—he can not afford to burn gas—costs 90 cents a month; lunches at 10 cents a day, $2.80; coal at 10 cents a pail, 32 pails a month, $3.20; meat, not served every day, $10; groceries and green vegetables, $21; life insurance, $3. Now, this laborer received $55 a month and spends a total of $52.90. He has a total of $2.10 left for doctors and other expenses.

Mr. MAHER. Now, Mr. Moir, can you state how this bill would affect the charwomen?

Mr. NOLAN. Just before you pass to that, Mr. Chairman: Are you reading that from a pamphlet?

Mr. MOIR. Yes.

Mr. NOLAN. I presume it is a public document?

Mr. MOIR. It is a public document; yes, sir. It is a hearing before the Ways and Means Committee.

Mr. NOLAN. Those statements were made before a committee of Congress?

Mr. MOIR. Before a committee of Congress, and I will give you this copy.

(The portion of the hearing referred to is as follows:)

Mr. KITCHIN. How many guards have you?
Mr. MOIR. Three hundred and two.
Mr. RAINEY. They perform police duty?
Mr. MOIR. They protect the revenue in the port of New York on the different piers.
Mr. MOORE. Would they be apt to stop smuggling?
Mr. MOIR. They would.
Mr. MOORE. For instance, in case a sailor brought off something?
Mr. MOIR. They have protected the revenue very well during the past three or four years since they have been organized. They carry a revolver and club, if so desired.
Mr. MOORE. Do you recall any recent case where they have stopped the carrying of anything off ship?
Mr. MOIR. Yes, sir; I can show where one guard alone caught over $10,000 worth of jewelry on the Hamburg-American Line.
Mr. MOORE. Mr. Moir, are you married?
Mr. MOIR. Yes, sir.
Mr. MOORE. How large a family have you?
Mr. MOIR. I have four children.
Mr. MOORE. Where do you live?
Mr. MOIR. In New York.
Mr. MOORE. You live in New York City?
Mr. MOIR. Yes, sir.
Mr. MOORE. Where do you live in New York City?
Mr. MOIR. In Greenwich village, the old ninth ward.
Mr. MOORE. Do you keep house?
Mr. MOIR. Yes, sir.
Mr. MOORE. Do you live in a detached house, a house by itself?
Mr. MOIR. No, sir; in a tenement house. There are four families in the house.
Mr. MOORE. How many rooms have you?
Mr. MOIR. I have four rooms.

Mr. MOORE. You and your wife and four children live in those rooms?
Mr. MOIR. My wife and four children and myself.
Mr. MOORE. You do not employ any servants, do you?
Mr. MOIR. No, sir.
Mr. KITCHIN. How much rent do you have to pay?
Mr. MOIR. I will just give you my expenses for one month.
Mr. MOORE. You mean your personal expenses?
Mr. MOIR. I will make a sworn statement to it.
Mr. FORDNEY. Is that a fair average of what it costs you during each of the 12 months?
Mr. MOIR. I have a statement of actual expenses for one month, which is a fair average.
Mr. KITCHIN. What month does it cover?
Mr. MOIR. I am taking the month of March just past: Rent for four rooms, $18; light, $1.40——
Mr. MOORE (interposing). That is more than you get a week?
Mr. MOIR. That is 50 cents more than I get a week. Light, $1.40; care fare and 10-cent lunch, $4.80.
Mr. FORDNEY. What do you get for a 10-cent lunch?
Mr. MOIR. That is a cup of coffee and a sandwich, or a cup of coffee, a sandwich, and a piece of pie can be had in New York sometimes for 13 cents.
Mr. MOORE. Is that about all you get?
Mr. MOIR. That is about all we get, unless when we want to take a few sandwiches along and go in and buy a cup of coffee, which will cost you the same anyhow. That is for car fare that we practically have to spend. I can walk to the customhouse in about half an hour.
Mr. FORDNEY. How much care fare do you spend during the month?
Mr. MOIR. I have $2.40 car fare and $2.40 lunch money. Coal at 40 cents per bag, and 9 bags a month, including wood, is $3.60. The reason this coal bill is so very high is I could get a ton of coal for $6.50 if I could afford to lay that $6.50 down at one time for the ton of coal.
Mr. KITCHIN. How much do you have to pay a ton in the way you do buy it?
Mr. MOIR. In these bags, 35 cents a hundred.
Mr. MOORE. Where do you keep your coal?
Mr. MOIR. Upstairs.
Mr. MOORE. You have no cellar?
Mr. MOIR. Yes; but it is away downstairs, five flights.
Mr. MOORE. You have a stove?
Mr. MOIR. We have a stove.
Mr. MOORE. So that you make your own fire?
Mr. MOIR. We make our own fire.
Mr. MOORE. Do you keep your coal in the same room?
Mr. MOIR. We have a little closet off the kitchen in which we keep the coal and wood.
Mr. MOORE. Doesn't it have to be carried upstairs?
Mr. MOIR. Yes, sir.
Mr. MOORE. You have to pay for that don't you?
Mr. MOIR. We pay 3 cents a bag for carrying the coal upstairs.
Mr. KITCHIN. How long does that amount of coal last you?
Mr. MOIR. Nine hundred pounds of coal is consumed in a month, 1,800 pounds in two months. There is pretty near $9 a ton for coal after I get done with it, where if I could afford to lay down the money for three tons of coal I could get it at $6.25 a ton.
Mr. MOORE. Does one stove do all the heating?
Mr. MOIR. One stove does all the cooking.
Mr. MOORE. And all the heating?
Mr. MOIR. And the heating.
Mr. MOORE. For the living and the bed rooms?
Mr. MOIR. Yes, sir. Meat, not served every day, is $12 a month; that is practically where we have got to take Sunday's meat and make it do for Monday and probably make it do for Tuesday to get along and make both ends meet. Groceries and green vegetables, $24 a month.
Mr. KITCHIN. A week?
Mr. MOIR. A month. For life insurance and fire insurance, an average of $4.89; that is, carrying an assessment on myself and the four children and my wife, 10 cents a month, and about 15 cents for fire insurance.

Mr. FORDNEY. How much life insurance, total, do you have on your family?

Mr. MOIR. I have $25 on four children and $250 on my wife, and if am taken away I have $3,000 on my life, an assessment of $2.49, which is paid by me acting as officer twice a month. I do not pay that $2.49; all I pay is $1.25 dues.

Mr. FORDNEY. Do I understand you have $3,000 on your own life?

Mr. MOIR. On my own life.

Mr. FORDNEY. And how much on the children?

Mr. MOIR. And $25 on the children. That $3,000 on my own life is practically carried for nothing. I work for that, with services two nights a month.

Mr. KITCHEN. You pay for that with your services?

Mr. MOIR. I pay for that with my services. And at the end of the month I have left $1.31 for clothes and shoes and doctors' bills in case I have any sickness, but I have been blessed and have had no doctors. I have been in the service 13 years, and I only——

Mr. FORDNEY (interposing). According to that you are blessed with no shoes. [Laughter.]

Mr. MOIR. You can see what a man has out of $70 a month is $1.31 left.

Mr. MOORE. Do your children go to school?

Mr. MOIR. Three go to school and one is home.

Mr. MOORE. You have to provide clothing for them?

Mr. MOIR. Yes, sir.

Mr. MOORE. Do you get any amusements?

Mr. MOIR. I get no amusements unless they are free.

Mr. MOORE. How about the children?

Mr. MOIR. The same as myself—none unless they are free.

Mr. COLLIER. You have only $1.31 to buy clothing and shoes?

Mr. MOIR. Only $1.31 to buy clothing and shoes and everything else when you come to figure it all up. I might live for a little less in February; we do not get any shorter pay that month than for March.

Mr. FORDNEY. In other words, in order to buy clothing you have got to economize on the food that you eat?

Mr. MOIR. In order to buy clothing—I will just tell you the truth—I have to go out and buy a suit of clothes which would cost on the average a man who had the money in cash $12 but which would cost me about $21. I would have to get it on the installment plan and pay a dollar a month.

Mr. KITCHIN. Is that the way most of these men in the same kind of employment you are engaged buy their wearing apparel?

Mr. MOIR. That is the way they buy their wearing apparel.

Mr. KITCHIN. Would you say that most of the guards and most of the laborers there buy their clothes on the installment plan that way?

Mr. MOIR. I do. That is the reason that the uniforms practically cost them $45 a year. Of course they get an $18 uniform and then pay $21 to $22 for it.

Mr. KITCHIN. I mean those now who do not buy uniforms—the laborers.

Mr. MOIR. They have got to pay the same thing.

Mr. KITCHEN. Do you mean to say that the employees there have to generally buy their outward wearing apparel on the installment plan?

Mr. MOIR. On the installment plan; they have no other way of doing it.

Mr. KITCHIN. And pay a great deal more than if they had the money?

Mr. MOIR. Practically pay much more than others. We have men in the employ of the customhouse running elevators who only receive $720, who have to buy two uniforms and two hats; and we have men in the employ there who receive $650 a year, and they do not have to buy uniforms, but the class of work they have to do is something terrible; it is not fit for a human being to do. They have to handle all the immigrants coming into the port of New York, and you know what the immigrant is in the port of New York. These men are detailed down at Ellis Island. Here is a man who gives me a signed statement: Rent for three rear rooms in a house, $12; lighting (lamps and oil)—he uses oil and lamps—$0.90; lunch, 10 cents a day, $2.80; coal, at 10 cents a pail, 32 pails, $3.20; meat, not served every day, $10; groceries and green vegetables, $21; life insurance, $3; which he carries on three little children and his wife. That totals $52.90 and he receives $55 a month.

Mr. FORDNEY. Mr. Chairman would you take a recess at the conclusion of this gentleman's remarks? I want to go but I am willing to come back.

Mr. KITCHIN. We have about 10 minutes yet.

Mr. FORDNEY. I will stay of course if you want to call others.

Mr. MOIR. I will submit this whole thing just the way it stands.

Mr. MOIR (continuing). In regard to the charwomen, I could state it very well. There is not a branch of the customs service of the port of New York that I could not go into the details of.

Mr. MAHER. Some will say this is a very radical increase for the charwomen. Can you make a statement in justification of this increase?

Mr. MOIR. For the charwomen?

Mr. DENISON. What are the charwomen?

Mr. MOIR. The charwoman is the woman who has to get down on her bended knees at 5 o'clock in the morning and work up to 9 and 10 o'clock scrubbing up the offices and the floors of the customhouse in New York.

Mr. VAN DYKE. As a matter of fact, the charwomen only work five hours a day; is that right?

Mr. MOIR. They only work five hours a day, but their five hours is equal to the eight hours, because they can not stop. They have to have those offices ready for their superior officers to go in and take their seats at 9 o'clock.

Mr. VAN DYKE. It is your understanding this bill applies on a scale of an eight-hour day, is it not?

Mr. MOIR. No; not to refer to charwomen.

Mr. VAN DYKE. You are asking for $90 a month for charwomen, at five hours a day?

Mr. MOIR. It don't read in that bill that they should get $90 a month.

Mr. VAN DYKE. Yes, it does.

Mr. MOIR. A 20 per cent increase.

Mr. VAN DYKE. That is practically $1,080 per annum and this language is $3 a day. Your intention in drawing this bill was to apply it on a scale of an eight-hour day, was it not?

Mr. NOLAN. Yes. In your opinion, working five hours a day, they would be practically in the same position as the laborers on the docks, who receive $2.50 a day and only work part time?

Mr. MOIR. Yes, sir.

Mr. NOLAN. And this bill, if enacted into law, even on an eight-hour basis, would give the charwomen 37½ cents an hour, which would be a substantial increase over their present rate, would it not?

Mr. MOIR. It would. But if we give them $1,080, I would say to give it to them. I can state right here that a charwoman whom I know in the port of New York has eight little children to take care of. Her husband has gone beyond. And she has to come down to the customs service 325 days a year and take care of those little children, and her good superior lets her get away at half-past 8 o'clock so that she can send her children to school.

Mr. NOLAN. The fact of the matter is the administrative officials of the various departments could so arrange the work of the departments as to put them on an eight-hour day if they were so inclined.

Mr. MOIR. Certainly.

Mr. NOLAN. And then they would become entitled to all the benefits of this bill?

Mr. MOIR. Yes.

Mr. DENISON. All of those charwomen do not have eight children, do they?

Mr. MOIR. I do not think any of them have ever taken the position unless they had to. I do not know any of them who work who do not have to support themselves and a little family. Most all of the charwomen in New York are married women, and the biggest part of them are widows and they all have families. If you were to stand down at South Ferry in the morning and see those poor women coming there at 5 or 6 o'clock those stormy mornings you would pity them.

Mr. NOLAN. Let me make a suggestion to Mr. Denison, that he can get a great deal of information along that line from the charwomen who clean up the Capitol and House Office Building.

Mr. DENISON. I am never over there at that time in the morning.

Mr. MAHER. I have been informed that we will hear from their representative later.

Mr. MOIR. Yes; there is a representative here of the charwomen. He can state more than I can, because he is right in with them; but I want to state right here that the charwomen in Washington—I was speaking to a couple of them up here—receive 75 cents a day, but since I have been in Washington I hear their hours have been changed, and that is one good point.

Mr. NOLAN. In regard to the laborers on the dock; some of them are paid by the year, are they?

Mr. MOIR. Some are paid by the year.

Mr. NOLAN. But the men you referred to here, who went on the docks day in and day out, per diem men receiving $2.50 per day, have to take their chance on the number of hours they will get?

Mr. MOIR. Yes.

Mr. NOLAN. And I want to know what the longshoremen at the port of New York get who do similar work.

Mr. MOIR. The longshoremen at the port of New York?

Mr. NOLAN. Yes.

Mr. MOIR. Fifty cents an hour.

Mr. NOLAN. Fifty cents an hour?

Mr. MOIR. Yes; for doing the same work.

Mr. NOLAN. And how about overtime?

Mr. MOIR. For overtime they receive 60 cents an hour.

Mr. NOLAN. For the same work?

Mr. MOIR. For the same work?

Mr. NOLAN. And those men work on the Bush Docks as well as the other terminals in Brooklyn?

Mr. MOIR. Yes. And I can state that two Government employees do what four longshoremen do.

Mr. NOLAN. And if they worked a regular day of eight hours they would receive $4 for that, whereas the Government employee would recive $2.50?

Mr. MOIR. The per diem men receive $2.50 and the per annum men $2.33.

Mr. NOLAN. And the man working for the private employers, under the same conditions as where the per diem men work by the hour, receive for eight hours $1.50 per day more?

Mr. MOIR. They receive $1.50 per day more, and besides four longshoremen only do the same work that two Government laborers do.

Mr. MAHER. And it is not necessary for these longshoremen to pass a civil service examination?

Mr. MOIR. No; and it is for the laborers; they must pass a civil-service examination for $2.50 per diem.

Mr. DENISON. I was going to ask you about that Mr. Moir. Those men you have been talking about in New York who would be affected by this bill—are they civil-service employees?

Mr. MOIR. They are classed as civil-service men.

Mr. DENISON. They have to pass an examination before they get those jobs?

Mr. MOIR. They must pass examinations.

Mr. DENISON. Of course that does not apply to the charwomen you are talking about?

Mr. MOIR. The charwomen and all must pass an examination in New York.

Mr. VAN DYKE. There is a difference in the examination between the classified service and the unclassified service?

Mr. MOIR. They all have to pass examinations.

Mr. DENISON. How many employees in the port of New York that you have been talking about would be affected by this bill?

Mr. MOIR. In the port of New York, how many men would be affected?

Mr. DENISON. How many persons, men and women, would be affected by this bill?

Mr. MOIR. I will just take the laborers alone——

Mr. DENISON. I thought you had been talking about the laborers.

Mr. MOIR. Yes; the laborers. I won't take the charwomen, because the gentleman to follow me is going to speak about them. I will just take 700 men affected in the port of New York in the laboring class.

Mr. DENISON. I understood you to state, in answer to a question from Mr. Nolan, that the wages they received were considerable less than the wages paid to similar labor on the outside of the Government service.

Mr. MOIR. Away less.

Mr. DENISON. Why do they try to get those jobs under the Government, then?

Mr. MOIR. There is only one thing—I will just tell you what they call the Government laborers in New York, political longshoremen. Now, you know what a political longshoreman is?

Mr. DENISON. No; I do not know a thing about it.

Mr. MOIR. I will just tell you what a political longshoreman is. One time just after Roosevelt was made President he put us under the civil service. Before that, to be put in the Government service in the port of New York you had to get a leader of a district to get you the appointment. To-day you do not have to do that, but you have to go down to the customhouse and pass an examination, and that is why those men seek the positions, because they get in easier than they could get in before. But, practically, if a man falls out and gets out of employment by the Government he goes down and says, I am going to push a truck, I am going to longshore; there is more money in it. To-day we only have 165 per annum employees in the port of New York doing work for the Government; all the rest are practically longshoremen that they pick up and give $2.50 per diem.

Mr. NOLAN. Is it not the idea of the man entering the Government service that he is going to get steady work and is going to be steadily

employed as long as his good behavior and health continues? Is not that the general idea of the man seeking a place now under the civil service?

Mr. MOIR. Yes.

Mr. NOLAN. And after he has received the appointment he always expects the Government of the United States will do the right thing by him at some time in the future, and he is always living in hopes so far as the correcting of those evils is concerned?

Mr. MOIR. He goes in with that intention, but he don't receive it.

Mr. NOLAN. That is just the point I am trying to bring out; that that is the reason which prompts him to go into the Government service?

Mr. MOIR. That is the reason, yes; that prompts him to go into the Government service, and he don't like to get out, because he is always thinking that something good is going to come, but it don't come.

Mr. NOLAN. After he gets in he is disillusioned.

Mr. NOIR. That is it.

Mr. DENISON. Do I understand you to say that you want to make the statement in the record here, Mr. Moir, that these men go into the Government service down there expecting the Government will increase their wages?

Mr. MOIR. They certainly do.

Mr. DENISON. Who has led them to that understanding or belief? Who is it that gives them that opinion?

Mr. MOIR. The Government will tell them that; that they are going to receive a permanent position and they can work their way up.

Mr. DENISON. But there is no one there who tells them they are going to get an increase of wages, is there?

Mr. MOIR. No.

Mr. DENISON. Do they go and take this examination to enter the service of the Government expecting to get the Government to increase their wages? Is that what you want to be understood as saying here?

Mr. MOIR. No; I want you to understand this: That when he enters the Government service he takes up the examination, and he has got to go in on a per diem basis at $2.50 per day.

Mr. DENISON. They know that when they go in?

Mr. MOIR. They know that when they go in, but along with that there is the intention that they will be made permanent laborers at $840 per year.

Mr. DENISON. Made what?

Mr. MOIR. Permanent laborers. But they are never made permanent laborers. There are men in the service now who have been on the per diem roll for five and six years.

Mr. MAHER. Do they not go in there with the same thought men have who enter any employment, with the hope that their employer will recognize their ability and increase their wages?

Mr. MOIR. That is what they go in for.

Mr. MAHER. Or better their condition?

Mr. MOIR. Yes; or better their condition.

Mr. MAHER. With the hope that some day they will better their condition?

Mr. MOIR. And still there are 175 vacancies over there, and none of these men fall into them.

Mr. DENISON. Does the Government find trouble in getting men to work there for $2.50 per day?

Mr. MOIR. When we go out and look for longshoremen to work and tell them we are going to pay them $2.50 per day and tell them they are going to start to work on Monday and they must wait until Friday for their money, they refuse to work. They want their pay right away, if they are going to work by the day.

Mr. DENISON. Does the Government find any trouble in getting men to do that work there in the customhouse at the wages they are paying now?

Mr. MOIR. They do.

Mr. DENISON. They find trouble in getting men of that class?

Mr. MOIR. Yes; they find trouble in getting men to work.

Mr. VAN DYKE. How many vacancies have they there now?

Mr. MOIR. In the Government service?

Mr. VAN DYKE. Yes.

Mr. MOIR. One hundred and seventy-four.

Mr. DENISON. How long has that been true?

Mr. MOIR. I should say there are about 160 in the past two years.

Mr. DENISON. One hundred and sixty vacancies?

Mr. MOIR. One hundred and sixty vacancies in the past two years—in the past four years. I will take that back and say four years.

Mr. DENISON. Let me see if I understand that: There have been 160 vacancies——

Mr. MOIR. In four years.

Mr. DENISON. During the entire four years?

Mr. MOIR. During the entire four years.

Mr. DENISON. And why have not the vacancies been filled?

Mr. MOIR. Because they have been filled by these per diem men at $2.50 per day. They went down and took the examination with the thought that they would be advanced to a permanent salary, but they are still per diem men yet, and some of them have been in the service seven and eight years.

Mr. DENISON. Evidently we are not talking about the same thing. Those men who are working by the day: Does the Government find a sufficient number of them to supply the wants there?

Mr. MOIR. No.

Mr. DENISON. Why?

Mr. MOIR. Because it only has 175 of those men.

Mr. DENISON. And they need how many more?

Mr. MOIR. They need close on to 700.

Mr. DENISON. And what is the reason the Government can not get men to do that kind of work?

Mr. MOIR. I do not know that I can state.

Mr. DENISON. Have you any explanation at all?

Mr. MOIR. I can not state that.

Mr. VAN DYKE. Is not this the fact, that the longshoreman would receive $4 a day of eight hours?

Mr. MOIR. Yes; the longshoreman would receive $4 for an eight-hour day.

Mr. VAN DYKE. And is it not true that the longshoremen who can be used and naturally the laborers who do that kind of work are going to get positions of that kind in preference to Government positions?

Mr. MOIR. Certainly.

Mr. VAN DYKE. And when those positions are filled, there is always a great mass of unemployed in the port of New York, I presume, and the next best thing is to go down and take a Government examination, if they know of that; is not that the fact?

Mr. MOIR. That is it.

Mr. VAN DYKE. So that it is the surplus from the longshoremen that go into that branch of the service, because no man would work for a dollar and a half or $2 a day when he can get $4 for the same work.

Mr. MOIR. That is right.

Mr. VAN DYKE. Does not that answer your question?

Mr. DENISON. I do not know. You are giving your view, but I am trying to get somebody to tell who knows what the facts are over there in New York.

Mr. VAN DYKE. I asked him if that was not the fact. Is that the fact?

Mr. MOIR. That is the fact. Where the longshoremen go down and take the examination and get on the list, and then if they are out of work at $4 a day they jump in and pick up two and a half.

Mr. DENISON. Then it is a fact, as I understand from your testimony, that the Government can not supply the labor it needs at the price it is paying?

Mr. MOIR. It can not.

Mr. DENISON. And there ought to be an increase in wages for one reason, in order to get the necessary employees?

Mr. MOIR. To get the necessary employees and to advance the men who have practically been in the service looking for this advancement for the past six or seven years. I think advancement should come to them.

Mr. NOLAN. Just make that clear: There are one hundred and seventy-odd vacancies in the port of New York in the $840 grade of laborers.

Mr. MOIR. That is right.

Mr. NOLAN. And there are a number of per diem men who have worked for four and five years for $2.50 per day when work was given to them, with the expectation they would get those promotions?

Mr. MOIR. You have the idea.

Mr. NOLAN. And the Government has not complied with its contract—if I may term it that—that they entered into when those men went into the service, and promoted them to those positions?

Mr. MOIR. There are no promotions to them at all.

Mr. NOLAN. In other words, they are trying to employ men at $2.50 a day in the port of New York instead of putting them on the permanent list where they would get $70 a month?

Mr. MOIR. That is right.

Mr. DENISON. Do you know why that has not been done?

Mr. MOIR. I could not tell you that.

Mr. DENISON. Has that matter ever been taken up with the Civil Service Commission and the authorities who have charge of that matter, do you know?

Mr. MOIR. Why, if you take it up with the authorities they will say, "Why, it is the Civil Service Commission." And you will say, "What can be done?" and they will tell you, "Go down and pass the civil-service examination." But I am stating that there are men who have been on that work for the past seven years. In fact, I can state where there is one who has been on that work for 28 years and he is still hanging on.

Mr. DENISON. What is his name?

Mr. MOIR. John McCrorey.

Mr. DENISON. You do not know of any reason why he has not been advanced, do you?

Mr. MOIR. The only thing I can state is because he is too old, I suppose.

Mr. DENISON. Is not that a legitimate reason?

Mr. MAHER. That is, he is too old now?

Mr. MOIR. Yes; he is too old now.

Mr. VAN DYKE. He was not too old 28 years ago?

Mr. MOIR. He was not too old 10 or 15 years ago. But still he is able to do the work to-day the same as 28 years ago; if he was not, they would throw him out of the service.

Mr. MAHER. If you have anything you want to submit to the reporter for the record, you have the privilege of doing so.

STATEMENT OF MR. EDWARD J. CANTWELL, SECRETARY OF THE NATIONAL ASSOCIATION OF LETTER CARRIERS.

Mr. MAHER. Give your name to the stenographer and tell who you represent.

Mr. CANTWELL. Edward J. Cantwell, representing the National Association of Letter Carriers. I am its secretary.

Gentlemen, I come here this morning to add my testimony to what I consider is the necessity for some action to be taken by the Government to pay a living wage to its employees. Speaking of the branch of the service that I have the honor to represent, I would like to impress on the minds of the committee the manner and method in which the postal service is recruited.

Mr. DENISON. What is the branch of the service which you represent, Mr. Cantwell?

Mr. CANTWELL. I speak for the letter carriers.

Mr. DENISON. Here in Washington?

Mr. CANTWELL. Throughout the country. When an examination is about to be held for letter carrier and post-office clerk in a city the representative of the Civil Service Commission makes the announcement in the public press. A statement is given out that these positions pay an annual salary ranging from $800 per annum, with automatic promotions to $1,100 in small cities and $1,200 in large cities, and that these employees are assured steady employment with an annual vacation. The impression that is left on the minds of those who read these statements is that once a person passes the examination and reaches a place on the eligible list to justify his appointment

that he is immediately appointed at a salary of $800 a year, and that he is entitled to annual automatic promotions. The facts of the matter are these: An application must be filed giving in detail the life history of the applicant; there must be three vouchers of reputable citizens—business men as a rule—certifying to the character, qualifications, etc., of the applicant. He must pass a rigid physical examination that is followed by a mental test conducted by the Civil Service Commission. The inducements that are held out bring as applicants for these positions the very best young men and women in the various communities.

Mr. DENISON. You do not mean women, do you?

Mr. CANTWELL. For postal clerks.

Mr. DENISON. Oh, for postal clerks.

Mr. NOLAN. Let me ask you right there, Mr. Cantwell: Is there a clerk and a carrier examination?

Mr. CANTWELL. It is the same examination for both—the clerk and the carrier.

Mr. VAN DYKE. But you announce your preference for the position you desire for the post office and go on the eligible list for that position. That is the only difference.

Mr. CANTWELL. Yes; you announce in your application whether you are applying for position as a clerk or a carrier and the lists are made up separately. So that if you prefer a clerkship, you may get higher on the list than you would as a carrier and get an earlier appointment.

Mr. NOLAN. But the same inducements are held out?

Mr. CANTWELL. Yes. And here is what actually happens: The promise is held out in such a way as to bring the very best class of people that have not some other vocation already laid out for them, to take these examinations. Now should they get a preferred place on the eligible list by virtue of passing the physical and mental test, the postmaster makes inquiry as to whether they are the class of men he wants in his office. If they pass his test, he sends for them and swears them in as employees. He then tells them to go out and buy a uniform.

Mr. VAN DYKE. As a matter of fact, if the postmaster has one appointment to make, he can pick out any one of the three highest on the list?

Mr. CANTWELL. Yes; he can.

Mr. VAN DYKE. It would be a good thing to bring in right there that the highest man may not receive the appointment.

Mr. CANTWELL. That is why I say the postmaster studies the list to see which one of the three highest men on the eligible list he wants, and when the names are sent him he selects whichever one meets his approval for appointment.

Mr. DENISON. Does the postmaster make the selection?

Mr. CANTWELL. Yes, sir; that is, the man must be one of three highest on the eligible list and the postmaster can select one of three.

Mr. DENISON. Is that true everywhere?

Mr. CANTWELL. That is true everywhere.

Mr. DENISON. That is, as to city letter carriers?

Mr. CANTWELL. City letter carriers and post-office clerks and rural letter carriers, too.

Mr. DENISON. The postmasters do not make appointments of rural carriers, do they?

Mr. CANTWELL. They are made under the same civil-service rules.

Mr. DENISON. I know; but the rural carriers are appointed from here in Washington.

Mr. CANTWELL. So are the city letter carriers.

Mr. DENISON. I understood you to say the postmaster appointed the letter carriers.

Mr. CANTWELL. The postmaster selects; he makes the recommendation to the Civil Service Commission; and whatever recommendation he makes has to be approved by the commission.

Mr. DENISON. Aren't you mistaken about that? The Civil Service Commission does not have anything to do with the appointments, does it?

Mr. CANTWELL. Yes; it does.

Mr. DENISON. Don't they simply conduct the examination and certify the three highest men on the eligible list?

Mr. CANTWELL. And then, if a postmaster wants to, he makes his selection and reports that to the Civil Service Commission; but that appointment is not made until approved by the Civil Service Commission.

Mr. NOLAN. It must be confirmed by the Civil Service Commission?

Mr. CANTWELL. It must be confirmed by the Civil Service Commission.

Mr. VAN DYKE. But in the case of the rural carrier there has been a change in the civil-service laws which provides this, Mr. Denison, that the eligible list is taken for certain counties. For instance, where a man is to be appointed as rural carrier for a little town, they take the eligible list for the entire county, and from the eligible list they take the highest man in the village out of which this route is to run and then the other two highest men from the county. And then the Fourth Assistant Postmaster General makes the appointment from that list, but usually the preference is given to the man who resides in the city or town from which the route starts.

Mr. DENISON. And the Fourth Assistant Postmaster General is the man who makes the appointment.

Mr. CANTWELL. He makes the report to the commission, and they are the ones that make the appointment. They must confirm the appointment.

Mr. DENISON. Then it is not true, Mr. Cantwell, is it—I was trying to get the facts, and I say there you made an inaccurate statement—it is not true that the local postmaster makes the appointment?

Mr. CANTWELL. He makes the selection of one of the three highest names on the eligible register, and he fills out a printed form and sends it to the Postmaster General, and if it meets with the approval of the Postmaster General it is sent to the Civil Service Commission, and, if O. K'd. by the Civil Service Commission, then the appointment is made.

Mr. DENISON. So that the appointment really in the first place is the appointment of the local postmaster?

Mr. CANTWELL. That is after the applicant passes all these qualifications I described.

Mr. DENISON. I understand that. The certified list is submitted to him?

Mr. CANTWELL. Yes.

Mr. DENISON. I am glad you told me that, because I did not know it.

Mr. VAN DYKE. You are speaking of city letter carriers and post-office clerks?

Mr. DENISON. Is that true also of the rural carrier?

Mr. VAN DYKE. The rural letter carriers are under the Fourth Assistant Postmaster General and the appointment is made in his office like the first assistant makes his.

Mr. CANTWELL. The manner and method of appointment of the rural letter carriers is somewhat similar, but on account of the service there are certain qualifications necessary—such as the man must live on the route.

Mr. DENISON. Now, then, let me ask you this, if you do not mind answering these questions——

Mr. CANTWELL. I am glad to answer them.

Mr. DENISON. What does the local postmaster have to do with the appointment of the rural carriers?

Mr. CANTWELL. If the postmaster don't like, for instance, his——

Mr. DENISON. Politics, for instance.

Mr. CANTWELL. Yes; but of course he can not state that. [Laughter.]

Mr. DENISON. He can not put that in writing.

Mr. CANTWELL. When you come right down to the actual appointing power, if the eligible has not got the sanction and approval of the postmaster, he don't get the job.

Mr. VAN DYKE. There has been a very recent ruling of the department, so far as rural carriers are concerned, that the appointment may be made from the county instead of the village, as it used to be.

Mr. CANTWELL. They are readjusting the rural service.

Mr. VAN DYKE. They have readjusted it and the eligible list is composed of all those who take the examination in the entire county, and the three highest are made up in this way: The highest man from the village and the two highest men on the list from the county, and that appointment is really made in the office now of the Fourth Assistant Postmaster General. Of course the postmaster may make a statement relative to the advisability of his appointment, or not, but usually he depends on the list.

Mr. CANTWELL. If he sends on a recommendation the person will get the job, all right. Now, what I want to get at in regard to these appointments: When a man is sworn in, he is told to go out and purchase a uniform that costs probably $15 to $20. He reports for duty and finds out possibly for the first time that he has not any job at all. He is sent to a supervisory official and assigned as a substitute. And according to the explanation made here by the gentleman who preceded me regarding the dock laborers in New York that are on the eligible register, it also applies to the Postal Service. A new man will make all that luck and chance bring his way.

Mr. DENISON. That is the substitute, you mean?

Mr. CANTWELL. Yes; the average earnings of substitutes, speaking of the country as a whole, is less than $30 a month. A member of our national committee on substitutes who died a week ago, a resident

of Colorado Springs, was beginning his sixth year as a substitute in the Colorado Springs post office. Now that man made application for a position at the time he did because in his mind he believed that he was going to receive an appointment at $800 a year and that he would be promoted automatically each year until he reached the highest grade, but he never did receive a regular appointment. And that same condition prevails in the Postal Service throughout the country.

The officials maintain a rigid discipline through a set of rules and regulations that must be lived up to by the employees. If an employee violates any of the rules of the department he is subject to discipline according to the seriousness of the offense.

Mr. DENISON. Is it your theory that the substitutes ought to receive the same salary as the regular carriers?

Mr. CANTWELL. The substitute letter carrier ought to be paid a living wage, and considering the way that they recruit these men for the Postal Service, by inducing the very cream, the very best men in communities to take these examinations, not by a statement of facts as they really exist, but by rather wrong statements.

Mr. DENISON. Can you put in the record any specific instance of holding out wrong statements to induce men to take the examination?

Mr. CANTWELL. That applies throughout the country according to the way the statements are written up for the public press and sent out.

Mr. DENISON. Who does that?

Mr. CANTWELL. I do not know. I presume it is done by whoever sends out the publicity notices representing the Civil Service Commission. They have separate divisions throughout the country. Who is in charge of the publicity end, I do not know.

Mr. DENISON. You mean they make misrepresentations?

Mr. CANTWELL. I do not know whether I would care to make it as broad as that, or not. Practically speaking, that is what it amounts to. If the facts were stated about these examinations, that instead of the eligible being appointed to a regular position at $800 a year he would have to serve an apprenticeship as a substitute and take what he could get and possibly serve as a substitute from three to five years, you would not get the same class of men to take the examinations that you do now. It is my opinion that the records of the Civil Service Commission will show that there are probably 50 per cent of those who receive appointments that throw the jobs up in disgust within the first six months after their appointment.

Mr. DENISON. What per cent of them receive substitute appointments?

Mr. CANTWELL. That depends largely on the community.

Mr. DENISON. I mean, taking the country over, can you give the percentage?

Mr. CANTWELL. I could not tell that; no, sir.

Mr. NOLAN. Right there, is it not a fact that in the administration—I would not say of the postal affairs, but of certain post offices throughout the country—they could come a great deal nearer to carrying out the contract wages with the men who take the examination, as they appear in the circulars sent out, with a proper administration of the postal affairs in certain offices; that is. instead of calling a great list of substitutes and giving them only a portion of

the time, if they would only get the required number they could give them a great deal more work?

Mr. CANTWELL. Of course, that could be regulated. It is regulated to a large extent by the local officials.

Mr. NOLAN. Is not that one of the abuses, that at times they do not properly administer the affairs and do call in a great number of substitutes?

Mr. CANTWELL. Oh, yes.

Mr. NOLAN. Even for the special-delivery letters, and things like that?

Mr. CANTWELL. Yes; and reduce the earnings of the substitutes according to the excess number of substitutes in the office.

Mr. NOLAN. And they keep a lot of those men idle, whereas if they had a lesser number of men drawn from that list the men would have more employment?

Mr. CANTWELL. Yes.

Mr. NOLAN. And it is a matter of administration largely with the supervising officials?

Mr. CANTWELL. Yes. I maintain that it is the duty of our Government to pay living wages to the postal employees, and, according to my way of thinking, the employees in the lower grades do not receive a living wage.

Mr. DENISON. Then it is your understanding this bill would affect those substitutes? What do they receive?

Mr. CANTWELL. They receive 35 cents on hour when working for employees who are off duty on their vacations and for auxiliary work, and so on, and they receive 40 cents an hour when working in place of an employee who is off duty without pay. For instance, a man who is sick or on leave of absence without pay, the substitute receives 40 cents an hour.

Mr. DENISON. How do you understand this bill would affect city letter carriers or clerks?

Mr. CANTWELL. I do not know as it will. The bill reads, in a general way, that any person employed by the United States shall not be paid less than $3 a day. I thing that this bill, according to the sense of it, is drawn to provide a decent living wage for Government employees, in order that they might live up to the dignity of the positions that they hold.

Mr. DENISON. I think we will all agree on that part of it. But I wanted to get at just how many men you represent are affected by the provisions of this bill, if you have that in mind.

Mr. CANTWELL. No; but I think the committee could arrange to provide for specific cases with the evidence you have brought before you to-day.

Mr. MAHER. What is the wage received by the carrier for the first year's service?

Mr. CANTWELL. If appointed as a regular, he receives $800 per year.

Mr. MAHER. This bill, then, would affect such a man?

Mr. CANTWELL. Oh, yes.

Mr. MAHER. Now, Mr. Cantwell, have you read this bill?

Mr. CANTWELL. Yes; I have.

Mr. MAHER. Have you read section 2?

Mr. CANTWELL. Yes, sir.

Mr. MAHER. What, in your opinion, is the advisability of placing a limit on these salaries? As the bill reads, there is no limit.

Mr. CANTWELL. I think that is largely a matter for the committee to decide. Of course, no man wants to go on record as cutting off any particular employees; but if I were a member of the committee and this matter came before me, then, of course, I would adjust the matter as I think it ought to be adjusted. I think the committee are the best judges as to where the limitation should be placed regarding promotions. Where men receive a salary of $4,000 or $5,000 a year, in the minds of the committee if they feel they are fully compensated for the work they are performing, that is a matter for the committee to decide and place a limitation on.

In recent years legislation has been enacted designed to better the working conditions of men, women, and children who work hard and labor many hours each day. This has resulted in bringing about much needed relief, both in hours of labor and scale of wages, and no one will deny that the end attained did not justify the time and energy employed in securing this legislation. Neither will a denial be made that it has not resulted in greater efficiency on the part of the employees whose working conditions have been improved. In a great many instances the increase in pay has permitted the heads of families to give their children the benefit of an education. It might be well to note, however, that the State legislatures are far ahead of the Congress of the United States in enacting laws for the protection of the toilers.

I sincerely hope and trust that representatives of the Government employees will have an opportunity to come before this committee and explain the starvation wages that thousands of employees of the Government receive in return for the hardest kind of labor. I also hope that the committee will have an opportunity of learning at first hand from the employees themselves of the humiliation and embarrassment that they are subjected to by tyrannical officials whenever these employees apply for relief. If this committee will bring out into the light of day the unbearable condition under which thousands of Government employees are now compelled to labor, it will have a healthy effect, although I believe the testimony will shock the public.

I trust that the committee will see their way clear to make a favorable report on the Nolan bill, even though it goes no further than to raise the salaries of the poorer paid employees up to the proposed minimum wage of $3 per day. If the committee will bring this condition about and will likewise recommend to Congress the enactment of a law to protect the employees in their positions during good behavior and while they render competent service and will curb the authority of arbitrary and unreasonable officials clothed with temporary power, it will have rendered a salutary service to the public.

STATEMENT OF MR. H. M. McLARIN, OF WASHINGTON, D. C., PRESIDENT OF THE FEDERAL EMPLOYEES' UNION.

Mr. MCLARIN. Mr. Chairman and gentlemen, I am here as the temporarily elected president of a new organization that has been formed, composed of the Federal employees, at the present time, in the city of Washington. We do not know how far it will extend, as

the full plan has not been worked out. We are now in the beginning of our organization.

I have prepared a statement here which is just a beginning of a matter which we could present. We have knowledge of the conditions here from the inside. Our organization is composed of employees from the departments, and we have a committee appointed for the purpose of going into this matter and reporting thoroughly on it; but as this committee was appointed only last Friday night they naturally have not had the time to gather statistical matter and to inform themselves as to all the details of the matter. So that if we could arrange for a hearing at a little later date and give this committee time to work up the information and facts, we could make a much better showing on the matter.

The organization that we have formed is composed of all employees of the Government in the city of Washington; at least, under our proposed constitution that is the eligibility of the membership. At the present time we have received applications for membership in the temporary organization, I believe, of 2,500 clerks and employees in the departments in Washington. Previous to this time these clerks have been absolutely afraid to appear not only before any committee of Congress, but afraid to even visit a Member of Congress in behalf of bettering their condition. The rules and regulations of the departments and the various chiefs of bureaus have been so strict that these employees have not been free at all. They have been given their jobs and if they were seen seeking any preference, or even seeking justice and their rights, their official heads would be cut off.

Mr. MAHER. How long has that condition prevailed?

Mr. MCLARIN. That condition has prevailed, to my certain knowledge, since 1908, when I came into the service.

Mr. DENISON. Do you know of any specific instances where they were removed from their positions because they sought to better their conditions?

Mr. MCLARIN. I am not in a position now, Mr. Denison, to cite any specific instance.

Mr. VAN DYKE. I can give you a horrible example; I am one myself. That was in 1911. [Laughter.]

Mr. MCLARIN. But that is the attitude which prevails in the departments. As I say, I have been temporarily elected president of this organization, and yesterday I was at the office all day and there were a number of people in there to see me who refused to give their names to me, even, because they were afraid they would be discharged from office, people who came down there to lay before me the ill treatment they were receiving from which there was no possible means of receiving relief; that their chiefs were driving them to try to establish records for their offices. And they were mighty near in tears to persuade me of the importance of not revealing their names and where they were employed.

Mr. VAN DYKE. Under the provisions of the post office appropriation bill of 1912 that right is granted to all Government employees at the present time; they have a right to appeal and can appeal to any Congressman at the present time, either alone or in a body.

Mr. McLARIN. Mr. Van Dyke, it is true that right is given to them, but until the last three weeks there was not 1 in 10 who knew of it. And even to those who know of it, it is denied to them in spirit by the chiefs of their respective offices.

Mr. MAHER. Why is it that you do not feel afraid to come here at this time?

Mr. McLARIN. Because I happen to be in an exceedingly fortunate office where the chiefs do not put such restrictions on their employees in their office.

Mr. DENISON. If you know of any specific instance where any abuse has been practiced I would like you to bring it before the committee. We would like to have that information; that is, if you can do so without endangering your own position. I would not want you to do that, of course.

Mr. McLARIN. It would not endanger my own position in the slightest; but before making a promise to reveal such information I would have to get the actual data and fortify myself with the information. At the present time it is the statements of individuals who are not willing to go on record.

Mr. MAHER. I want to say to the member of the committee that I can supply the committee with numerous communications which I have received to that effect.

Mr. NOLAN. I also want to say that I have a drawer full of such communications which I received over a year ago when particular legislation affecting the Post Office Department was up, and I got a number of communications from clerks in that department which they refused to sign, and I got others with the names signed but who asked me for God's sake not to reveal their names.

Mr. VAN DYKE. I might supply the committee with 50 or 60 cases which have come to my attention since I left the Post Office Department in 1911.

Mr. DENISON. It is not for my particular information; I thought we ought to have it in the record, and I was asking the gentleman here. Of course, Mr. Nolan, if you have any evidence of that, I think you ought to bring it here and put it in the record.

Mr. NOLAN. I will.

Mr. VAN DYKE. Of course, you understand my statement is confined to that condition existing between the so-called "gag law" placed on the Government employees in 1907 and up until the time this Post Office appropriation bill of 1912 was passed, when the gag law was taken off by the provisions of the Post Office appropriation bill, granting the right of appeal to Government employees.

Mr. DENISON. What you have reference to would not apply here now?

Mr. VAN DYKE. Now, they have a perfect right, but the fear still remains. The average Government employee is not conversant with the facts.

Mr. MAHER. From past experience?

Mr. VAN DYKE. Yes; from past experience.

Mr. McLARIN. So far as I have been able to determine, this is the first instance in which any employee of the executive departments of the Government has publicly appeared before any committees of Congress on behalf of such employees.

Mr. NOLAN. Unless he was summoned by the committee.

Mr. MCLARIN. Unless he was summoned by the committee. I have made inquiries, and, so far as I can learn, this is the first time.

Mr. VAN DYKE. That is, from the executive departments?

Mr. MCLARIN. Yes; from the executive departments.

Mr. VAN DYKE. There have been for the post office department for several years.

Mr. MCLARIN. Oh; in the outside departments it is common practice.

Now, in order that we may get the purpose of this organization, which we have formed, into the record, I have made up a written statement here in a hurried way which I do not think it will be necessary for me to read to the committee, but merely to ask the privilege of inserting it in the printed record in order that the members of the committee and Congress may have the information.

(The paper referred to will be found at the conclusion of Mr. McLarin's statement.)

We desire to show in the record as fully as practicable the steps which this organization is taking to provide an instrument of communication between the individual employees of the United States and the Congress which makes the laws governing the conditions under which such employees work, without the intervention of the heads of departments, heads of bureaus, chiefs of divisions, etc., who have no personal interest in the employees and no personal responsibility for their welfare. Such intervening authorities are concerned solely with the reduction of the cost of the departmental work so far as their interests are concerned. They are working for their own records. In the pursuit of this end it is but natural that, being human, they should not consider as very important the various and very numerous units of personality upon and with which they operate. In this striving toward individual accomplishment of results very many of the employees, especially in the lower grades, have been ground down to less than a living wage merely because they are without representation in Congress.

As a particular instance of this sort, the regulations of the Civil Service Commission provide for the appointment of various classes of laborers and messengers and minor clerks. Laborers are appointed from among the local residents of Washington, but messengers are appointed from the civil-service list of eligibles. Laborers receive less pay and do harder work than messengers, or laborers do the same work as messengers for a lower wage. The messengers sit around the corridors and do no very difficult work; the laborers are the ones who do the heavy work—cleaning and washing windows and everything of that kind that must be done around a large building. In a great many instances they have laborers employed as messengers, because they are local men and can not get on the list of eligibles under the apportionment rules. In many cases, and I know of several cases in my own personal experience, these laborers receive fifty, fifty-five, and sixty dollars a month and are required to perform the duties of carpenters, electricians, and skilled laborers in the departments. They won't pay the skilled laborer's wage to these men, but these laborers come in there and pick up the knowledge and personal experience and are required to do that work.

There is a grade of employees called "minor clerks" receiving $720, $840, and $900 per annum. These clerks are employed on the same work, in the same capacity as other clerks receiving much larger salaries, and perform the duties just as well and often better than the higher-salaried employees; but because of their inability to pass the required educational examinations, or because they are not in the apportioned service, it is not possible under the civil-service rules to promote them. Now, these clerks do the same work as other clerks, sitting side by side, who receive, twelve, fourteen, and sixteen hundred dollars; but because they come from somewhere else than Washington and have had an education they get more pay for exactly the same grade of work.

It is in behalf of this lower grade of employees, who do not receive a sufficient wage to enable them to live decently, that this organization makes its first appeal to Congress. Should the Government of the United States accept the services of people for less than they can exist on, require them to labor during the Government working day, be it seven or eight hours, and then in order to obtain sufficient wages to purchase the necessaries of life start the working day over again at some other employment? The Government has an eight-hour day, but by this method not only permits but forces many of its employees to do its eight hours' work, and then to do a number of hours' work elsewhere merely to sustain life. You will find in the lower grades of Government employees here in Washington (I believe 60 per cent would be a conservative estimate) who are working the Government's eight hours and then going somewhere else and working at night, or early in the morning in order to get enough money to live on.

Mr. DENISON. Sixty per cent, you say?

Mr. MCLARIN. I believe that would be a conservative estimate, sir, because most of those people in the lower grades are married people with families to support and they can not support their families on $50, $60, or $70 a month in the city of Washington and live decently. We will submit statistics at a later date regarding the actual cost of living.

By this procedure the Government puts itself in the same class with the sweat-shop proprietor who drives his employees at work early and late for an insignificant wage. As a matter of fact there are offices in Washington where the employees are actually driven in their work, speeded up, to such an extent that their health is being rapidly undermined, their nerves are getting uncontrollable, their minds unbalanced by the constant effort to do the work faster, and these employees are kept in such a state of fear that they do not dare to complain openly. Many of them have appealed to me about the matter in the direct fear lest their names be mentioned. Even under this condition the wages of these employees are cut from time to time as they increase the speed with which they can perform the work. You gentlemen will hardly be willing to believe such a condition exists, but it does and the truth is vouched for by numbers of statements which I have received in strictest confidence from the employees themselves. Should such a condition of employment exist in the very offices of the executive departments of a government which is based upon the principles of freedom? Here right in our midst we have human beings who are no more free than the slaves of the olden times. These people ride

on the street car in the morning, and if they are a minute late they jump off of the street car and run as though their lives depended on it in order to reach the office. If they do not get there on time, they are docked in their pay, or they are docked for a half an hour if they are a minute late, or some such penalty as that is imposed.

These conditions exist because some of the occupants of the supervisory positions are attempting to make such records in economy—getting as great an amount of work done for as little expenditure as possible—in order that they may themselves succeed in having a basis upon which to come to Congress asking an increase in their salaries. The occupants of supervisory positions have succeeded in getting their salaries increased in practically every appropriation bill for the last five years. The higher officials' salaries are increased, as you all know, in mighty near every appropriation bill which passes Congress, and for nearly half a century, I might say since 1854, the salaries of the people who really do the work in the departments have remained at exactly the same figure; that is, the clerks in the first, second, third, and fourth grades. Those grades were established in 1854 and the people who do that work are still receiving the same salaries, and that constitutes a majority of the people. There is even a tendency to lower the average of such salaries by hiring people under such designations as laborers, messengers, minor clerks, copyists, etc., and when they arrive giving them the duties of clerks to perform. In order to meet the necessities of the service and get a sufficient number of people to do that work, without showing in the appropriation bill—the fact that their expenditures were to be increased—the heads of the departments, chiefs of bureaus, and so on have requested that in these appropriation bills there be provided a class of employees to be known as minor clerks, copyists, etc., without giving the various designations, to keep them out of the grade of first-class clerks. They run from $720 to $1,080, I believe, in their scale of salaries, and they put those people to work doing exactly the same thing as clerks doing the work. Now this scale was established in 1854, and by that means they have to a very considerable extent lowered the salaries paid to the average Government clerk, of the people who do the actual clerical work.

That is all I care to say at this time, and if the committee will permit me I will submit the plans of our organization for the record.

Mr. MAHER. That may be done.

(Thereupon, at 12.35 o'clock p. m., a recess was taken until 2 o'clock p. m.

The papers submitted by Mr. McLarin are as follows:)

GENTLEMEN OF THE COMMITTEE: Upon the invitation of Mr. Nolan and by direction of the Federal Employees Union No. 15007 of the American Federation of Labor, we, a committee composed of Mr. John S. Beach, of the Interior Department; Mr. William T. Miller, of the Department of Labor; and Mr. H. M. McLarin, of the War Department, present the following data and arguments in behalf of the enactment of H. R. 11876, a bill introduced by Mr. Nolan, of California, providing for a minimum wage of $3 per day, $90 per month, or $1,080 per annum for all Government employees and for an increase of 5 per cent per annum during the next four years.

In order that the Government employees of Washington may be represented before the committees of Congress on matters pertaining to their welfare and conditions of employment, this Federal Employees Union has been organized within the last three weeks and a membership of more than 2,500 employees obtained by the personal efforts of a few of the more ardent supporters of the movement. Meetings have been held weekly, and each time the halls have been

unable to accommodate the people who desired to attend. An extensive organization has now been perfected with representatives in every department of the Government, and a tentative constitution has been adopted.

The purposes and plans of the organization have been set forth in the following circular, which is presented for the information of the committee and of Congress:

FEDERAL EMPLOYEES UNION, No. 15007, A. F. OF L.,
206 Ouray Building, Eighth and G Streets NW., Washington, D. C.

This circular is issued and published by the temporary officers of the above-named organization for the purpose of disseminating as broadly and widely as possible the objects and information concerning the proposed organization.

Careful consideration of the subject matter hereof is urged. After you have read it, pass it along to some friend or associate who may be interested in the organization.

PURPOSE OF FORMING THE ORGANIZATION.

To secure for the civil employees of the Federal Government the benefits and advantages everywhere known to result from organization and cooperation;

To protect and advance the interests of all civil employees of the Government in such ways and by such means as may be practicable and legitimate;

To promote, by the exchange of information, by systematic study, by the comparison of methods and experience, and by other means, efficiency in the transaction of the public business and the most desirable management of civil-service matters in general.

ORGANIZATION ENTIRELY INDEPENDENT.

As a means of affiliating with the American Federation of Labor a charter will be obtained from that organization. This charter provides that the new organization will have complete autonomy—self-government. Neither the Federation of Labor nor any other body or person will have power to order or direct the doing of anything whatsoever by our union.

The Union will be just exactly what we ourselves make it.

Our constitution, which is now being drafted, will specifically provide that the organization may not and must not strike or support strikes against the United States nor by similar methods interfere with or interrupt in any way the regular transaction of Government business.

The obligation taken by each member upon joining the American Federation of Labor is clear, direct, and simple. The only provision therein different from the obligation naturally resting upon every citizen is the agreement to support the workers of the country in their efforts toward betterment of living conditions and to purchase union-made goods where possible. Hundreds of Government employees have already taken this obligation and not one has objected to it.

METHODS, MEMBERSHIP, AND DUES.

Cooperation with and among Government officials and employees through representatives of the union who are employees of the offices concerned, not through outsiders.

Legislation requested from Congress and urged by union labor everywhere.

Cooperation—not coercion. Not demands, but requests, supported by reason, common sense, and humanity.

The active membership of as many Government employees as will join the movement is desired. The only qualification for members is that they be Government employees, whether under civil service or not. Employees who are already members of other unions should not join this organization, but may have their memberships transferred if they so desire.

An initiation fee of $1 is collected when application for membership is made.

Monthly dues will be as fixed by the organization itself, not less than 25 cents and not more than 50 cents per month. They will be kept as low as possible to pay expenses.

Officers will receive no salaries or commissions or compensation of any sort.

LEGAL RIGHT OF EMPLOYEES TO ORGANIZE.

The act of Congress approved August 24, 1912, provides that membership in any society, association, club, or other form of organization of postal employees not affiliated with any outside organization imposing an obligation or

duty upon them to engage in any strike, or proposing to assist them in any strike against the United States, having for its objects, among other things, improvements in the conditions of labor of its members, including hours of labor and compensation therefor, and leave of absence by any person or groups of persons in said service, or the presenting by any such person or groups of persons of any grievance or grievances to the Congress or any Member thereof, shall not constitute or be cause for reduction in rank or compensation or removal of such person or groups of persons from said service. And also that "the right of persons employed in the civil service of the United States, either individually or collectively, to petition Congress or any Member thereof, or to furnish information to either House of Congress or to any committee or member thereof, shall not be denied or interfered with."

Affiliation with the Federation of Labor imposes no obligation to strike, nor do they agree to support the strike against the United States.

Our intention is to "petition Congress collectively."

The postal employees obtained the above legislation by means of their organization when there was a specific "gag rule" in force against all employees of the United States.

Employees of the Government Printing Office, the Bureau of Engraving and Printing, navy yards, etc., have been organized for a number of years and are affiliated with the American Federation of Labor. By this means they have materially improved their conditions of employment.

So far as can be ascertained, no official of the Government of the United States has objected to any of the employees becoming members of this union. We have the active support of many of them personally. When the Government officials fully understand the purpose of our organization, we expect not only their approval, but their memberships and active support and cooperation.

A very concrete example of the advantages of organization has just occurred in our midst—the street car strike. For many years the motormen and conductors worked long hours—much longer than seven—for wages barely sufficient to live on. They could get no substantial betterment of the conditions. An organization was formed, and within a few days by sticking together increases of pay and shorter schedules of hours were secured. The strike was accompanied by absolutely no disorder and very little inconvenience. Washington people supported the strikers; the cars which did run were often nearly empty. Many people walked miles rather than ride on the cars during the strike. This is what organization means and what it accomplishes. We can accomplish our ends by an efficient organization, and we are going to do so. Will you be a member of that organization, lend your support and aid, or will you be content to take what comes, whether good or bad, making no effort whatever to improve your own condition in life?

An organization composed of Government employees only, having as its purpose the improvement of the Government service from the standpoint of both employer and employee.

Affiliated with the American Federation of Labor as a union, in order that we may, with other working people, present a united front against oppression of wage and salary earners and exercise the greatest possible influence for the betterment of conditions of living and of the social order.

Some people will not permit themselves to be classed with other working people, but try to stand on a middle ground. They should reflect that by organization the bricklayers, plumbers, and other artisans, with much less opportunity for acquiring education and judgment, now work shorter hours and get more pay than the office employees. The reason for this lies merely in the fact that they are organized.

Every employee of the Government of the United States should be a member of this organization, not merely for the betterment of his own personal status as a worker, but in order to lend his support to the efforts of the organization in behalf of his fellow men. He may thus serve his own ends and promote the well-being of all other working people, and especially those employed by the United States.

"Divided, we fall; united, we stand," is as true now, as when the historic words were first uttered. Every other branch of industry and effort is organized, and would for no consideration relinquish or abandon such organization.

Send in the accompanying application blank and $1 as an initiation fee to the secretary.

Business meeting on Friday evening, April 7, at 8 o'clock in the National Rifles' Armory.

Subscription lists and fees to cover unpaid subscriptions should be turned in to the treasurer or secretary as soon as practicable.

The formation of the Federal Civil Service Employees Union may rightfully be attributed to Mr. William P. Borland, Member of Congress from Kansas City, Mo., who, by his famous rider on the legislative, judicial, and executive appropriation bill for the fiscal year 1917, proposed to make an increase in the number of working hours of the Government employees and claimed that he would thus save the United States $4,000,000 annually. Mr. Borland presumed that the Government employees of Washington were defenseless. Much to his surprise the American Federation of Labor immediately took up the cause of the Government employees and by its representative labor unions over the country waged war on this proposition, with the result of which fight all Government employees are acquainted. Without this gratuitous assistance the cause of the employees would have been unrepresented in Congress save by those Members of Congress who really know the departments, and we would have probably been forced to stick to our desks another hour each day. In order to show the local sentiment, the Central Labor Union called a mass meeting to protest this increase in hours. The National Rifles' Armory was packed, and uproarious enthusiasm greeted Mr. Gompers in his defense of the Government employees. This started thousands to thinking the matter over seriously. A temporary organization was effected that night, March 3, 1916, to push the work of getting these employees organized. None of the officers elected had ever had any experience in such work. They were not even acquainted with officers of any union organization. Only one had been introduced to the officers of the American Federation of Labor, and that at his own request two days before the meeting. If the people at this meeting will join this union and explain the matter to their friends to induce them to join, we will get an organization here in Washington of supposedly helpless employees of the Government which will be more powerful than any other one organization in any city in the land. We will be able to secure reforms and betterments unlimited save by the bounds of justice and reason. We will all contribute our quota to the betterment of humanity through our own improvement and support of the union-labor movement for the benefit of working people all over the world. Do your part.

I hereby make application for membership in a proposed organization to be composed of Government employees only, to be known as the Federal Civil Service Employees Union No. 15007 (or such other name as may be adopted), affiliated with the American Federation of Labor, upon the understanding that such organization shall have complete autonomy—self-government; that no one shall have power to order or direct the organization to do anything whatsoever; and that the constitution of such organization shall specifically provide that strikes against the United States or other interference with the orderly transaction of Government business will not be fostered or supported by the organization. For this purpose I hereby agree to contribute and forward herewith the sum of $1 as initiation fee.

Date ——— (Signature) ——— Employed as ——— in the office of ——— and department of ———, and residing at ———.

Cut off above application, fill out, and forward with $1 to J. H. Kesecker, secretary, 311 Ouray Building, Eighth and G Streets NW., Washington, D. C.

If you have already joined have your friend fill out blank and forward his application.

At the meeting of this organization on Friday evening, March 17, 1916, the following resolution was unanimously adopted, and it shows, we believe, the spirit in which the union desires to approach and deal with Congress and the individual members thereof, i. e., by requests based on justice and not by mere political influence or control of voting power. This resolution was addressed to the Congress and is as follows:

Resolution of thanks passed March 17, 1916, by Federal Employees Union, No. 15007, A. F. of L., to the Speaker of the House of Representatives and to those Members of Congress who voted against the enactment of the "Borland rider" or its successors:

Whereas the Federal Employees Union, No. 15007, A. F. of L., considers that the enactment into law of the amendments placed in the legislative, executive, and judicial appropriation bill for the fiscal year 1917, or attempted to be placed therein by Hon. William P. Borland, Member of Congress from Kansas City, Mo., providing for a reduction in the number of Government employees

and an increase in their hours of work, with no provision for additional compensation or overtime pay, would inflict hardship and injustice upon a large body of citizens and public servants, many of whom are denied the right of franchise and have been heretofore without adequate means of political defense;

And whereas such legislation is opposed to the enlightened spirit of the age, which seeks to shorten the hours of labor and in other ways to improve the welfare of the worker, and for which the labor world has for years waged and is still waging an arduous struggle: Therefore, be it

Resolved, That all Members of the House of Representatives of the United States who, actuated by a sense of justice and right, opposed the enactment of the amendments proposed by Mr. Borland deserve and are hereby tendered our heartiest thanks, with the expression of our highest appreciation; and be it further

Resolved, That a copy of this resolution be forwarded to each and every Member of Congress who spoke upon or advocated the cause of the Government employees in connection with the proposed legislation and to each Member who voted against such enactment; and that such resolution be accompanied by a letter to each Member expressing our gratitude and commendation; and be it further

Resolved, That a copy of this resolution be transmitted to the Speaker of the House of Representatives, with request that it be placed on the records of that body.

A true copy.

J. H. KESECKER,
Temporary Secretary, F. E. Union, 15007, A. F. of L.

LABORERS.

The laborers in the customs service report for duty on the various piers and sugar refineries at 8 o'clock a. m. and continue until 5 p. m., with one hour for lunch. The work of this class of employees varies. Some assist the United States weighers on the docks, weighing importations of freight of all descriptions from small boxes macaroni, weighing about 20 to 25 pounds each, to steel castings and machinery weighing 3,000 pounds. Others assist in weighing tobacco, lemons, marble, wool, flour, nuts, tin plates, cheese, in fact everything that is imported, and as the United States weighers are supposed to weigh a certain amount of such freight for a day's work, the laborers are continually working. Appended is a list of articles arriving at the Bush Docks, Brooklyn. All of the appended list of importations are weighed gross and net, requiring the opening of packages to ascertain the tare, and must be repacked by the laborers. At the sugar refineries in and about New York, to the number of seven or more, there are from four to five scales (some of them electric), and at each scale there are four men trucking sugar. As a day's work at weighing sugar is about 2,400 bags, the men employed trucking it to the scales are kept pretty busy; besides this there are four or five laborers constantly emptying the bags to ascertain the tare.

There are two classes of laborers, viz, classified and unclassified. Of the classified laborers, there are 23 acting as messengers between the customhouse and the various docks or districts. This duty consists in taking messages and completed dock books from the districts to the surveyor's department. Twenty classified laborers, acting what is know as tallymen, whose duty it is to keep correct account of all merchandise imported, and make a written report of each cargo. Their work is more or less of a clerical nature. Their hours of duty are from 7 a. m. to 6 p. m. They are allowed time off, hour for hour when they work until 6 p. m., consequently it makes a nine-hour day. The salary of this class of employees is $840 per annum.

In addition to the above there are classified per diem laborers detailed as tallymen who receive $2.50 per day only when employed. Three classified laborers acting as tool keepers on the docks. It is their duty to keep clean and repair on tools used in weighing merchandise. Twenty classified laborers are detailed in the customhouse doing more or less clerical work and receive $840 per annum.

UNCLASSIFIED LABORERS.

There are 20 unclassified laborers working with assistant United States weighers weighing export merchandise for drawback. Seventy with assistant

weighers on the docks handling all dutiable merchandise to be weighed that is imported into the port of New York. Two painting frames and keeping them in good condition. Six men opening and repacking furs, bristles, and looking after all public store packages. Salary, $840 per annum.

Twelve men cording and sealing all packages in bad condition, also all bonded merchandise in transit through the port of New York. Their work is very laborious and their hours long, being from 8 to 15 hours each day for seven days per week. They may get one day off in two weeks. Salary, $840 per annum.

UNCLASSIFIED PER DIEM LABORERS.

There are about 350 of this class of laborers. Their work is practically the same as all other laborers, but their compensation is $2.50 per day when actually employed, or about $780 per annum if they work every day.

Up to 1909 there were over 350 regular and 125 extra weighers' laborers. For 1913 there are 170 regular and 350 extra laborers, and about 100 outside men, i. e., men who are hired on districts for just one day's work.

These unclassified men receive no expense money; that is to say, when they are shifted from one point to another, a distance apart, they are obliged to spend extra car fare. This reduces their income considerable. We believe that these men should be reimbursed for any extra car fare expended.

We would suggest, because it would be for the good of the service, that all extra laborers, who have been in the service for three years or more and have a good clean record, be made annual salaried employees.

For analysis, and to show just what it costs per ton for handling by the laborer sugar at the refineries, the following formula is given:

Allowing that the weighing of 2,400 bags constitute a day's work, and four laborers are used in handling same, whose pay each is $2.50, making $10 per day for four laborers. Now take 2,400 bags each weighing 300 pounds, we have—

2,400 multiplied by 300 equals 720,000 pounds, or 321 tons; $10 divided by 321 tons gives us 0.0311 of a dollar, or about 3⅛ cents.

We desire to show in the record as fully as practicable the steps which this organization is taking to provide an instrument of communication between the individual employees of the United States and the Congress which makes the laws governing the conditions under which such employees work, without the intervention of the heads of departments, heads of bureaus, chiefs of divisions, etc., who have no personal interest in the employees and no personal responsibility for their welfare. Such intervening authorities are concerned solely with the reduction in the cost of the departmental work so far as their interests are concerned. They are working for their own records. In the pursuit of this end it is but natural that, being human, they should not consider as very important the various and very numerous units of personality upon and with which they operate. In this striving toward individual accomplishment of results very many of the employees, especially in the lower grades, have been ground down to less than a living wage merely because they are without representation in Congress. As a particular instance of this sort, the regulations of the Civil Service Commission provide for the appointment of various classes of laborers and messengers and minor clerks. Laborers are appointed from among the local residents of Washington, but messengers are appointed from the civil-service list of eligibles. Laborers receive less pay and do harder work than messengers, or laborers do the same work as messengers for a lower wage. In many cases these laborers are required to perform the duties of skilled craftsmen for a fraction of the wage which would be paid such craftsmen.

There is a grade of employess called "minor clerks" receiving $720, $840, and $900 per annum. These clerks are employed on the same work in the same capacity as other clerks receiving much larger salaries, and perform the duties just as well and often better than the higher-salaried employees. But because of their inability to pass the required educational examinations or because they are not in the apportioned service, it is not possible under the civil-service rules to promote them.

It is in behalf of this lower grade of employees, who do not receive a sufficient wage to enable them to live decently that this organization makes its first appeal to Congress.

Should the Government of the United States accept the services of people for less than they can exist on, require them to labor during the Government working day, be it seven or eight hours, and then in order to obtain sufficient wage to

purchase the necessaries of life, start the working day over again at some other employment? The Government has an eight-hour day, but by this method not only permits but forces many of its employees to do its eight hours' work and then to do a number of hours' work elsewhere merely to sustain life. By this procedure the Government puts itself in the same class with the sweat-shop proprietor who drives his employees at work early and late for an insignificant wage. As a matter of fact, there are offices in Washington where the employees are actually driven in their work, "speeded up" to such an extent that their health is being rapidly undermined, their nerves are getting uncontrollable, their minds unbalanced by the constant effort to do the work faster, and these employees are kept in such a state of fear that they do not dare to complain openly. Many of them have appealed to me about the matter in the direst fear lest their names be mentioned. Even under this condition the wages of these employees are cut from time to time as they increase the speed with which they can perform the work. You gentlemen will hardly be willing to believe such a condition exists, but it does, and the truth is vouched for by numbers of statements which I have received in strictest confidence from the employees themselves. Should such a condition of employment exist in the very offices of the executive departments of a Government which is based upon the principles of freedom? Here right in our midst we have human beings who are no more free than the slaves of the olden times.

These conditions exist because some of the occupants of the supervisory positions are attempting to make such records in economy—getting as great an amount of work done for as little expenditure as possible—in order that they may themselves succeed in having a basis upon which to come to Congress asking an increase in their salaries.

These occupants of supervisory positions have succeeded in getting their salaries increased in practically every appropriation bill for a number of years, but for nearly half a century the salaries of the people who really do the work of the departments have remained at exactly the same figure. There is even a tendency to lower the average of such salaries by hiring people under such designations as laborers, messengers, minor clerks, copyists, etc., and when they arrive giving them the duties of clerks to perform.

Our organization desires to become the medium of communication between Congress and the individual employees who do not have the facilities and courage to approach Congress and whose approach would not receive the same attention if presented singly as it would if presented by the representatives of an organization.

It will be observed, too, that we hope to serve the Government most effectively by becoming an intermediary between the people in the departments who have accurate knowledge of the defects in its methods and practices and how they should be changed, improved, and modernized and the Congress, through whom the authority for such changes must be obtained.

To this end we have representatives not only among the rank and file of the Government employees but also among those in the supervisory positions, who really desire improvement of the service and are not merely seeking their own personal gains.

ARTICLE I.

NAME.

SECTION 1. The name and title of this organization shall be the Federal Employees' Union, and it shall be affiliated with the American Federation of Labor.

ARTICLE II.

OBJECT.

SECTION 1. The purpose of this organization shall be to secure the united efforts of all employees of the United States toward the improvement and betterment of the Government service, both from the standpoint of employer and employee, and to promote the welfare of its members.

Provided, That no Federal statute now existing or which may hereafter be enacted shall be violated, nor shall any Executive order now in effect or which may hereafter be promulgated be disobeyed so as to interfere with the transaction of Government business, and that in no manner will said organization interrupt the regular orderly conduct of the affairs of the United States Government.

And provided further, That no motion to strike, walk out, engage in sabotage, or take other action which would interfere with the transaction of the business of the Government shall be recognized by the presiding officer.

ARTICLE III.

METHOD.

SECTION 1. The objects of this organization shall be attained by petition to Congress; by creating favorable public sentiment; by cooperation with and among Government officials and employees, and by any other reasonable means.

ARTICLE IV.

MEMBERSHIP.

SECTION 1. Any person employed in the civil branch of the United States Government not a member of a union affiliated with the American Federation of Labor or eligible thereto only shall be eligible to membership.

SEC. 2. The initiation fee of this organization shall be $1, which shall accompany the application. The application for membership shall be referred to the committee on membership and credentials. Upon approval of the application by this committee, the applicant shall be presented to the membership in meeting for election as provided in the manual of the American Federation of Labor for labor unions.

SEC. 3. The monthly dues shall be 25 cents per member month, payable on the first day of the month following admission to membership; and in default of such payment for three consecutive months, delinquent members shall be dropped from the rolls and shall be denied admission to the place of meeting of the organization:

Provided, That upon appication, approved by the committee on membership and credentials, they may be reinstated to membership by payment of the amount of dues in which they are delinquent.

ARTICLE V.

OFFICERS AND DUTIES.

SECTION 1. The officers shall consist of a president, first vice president, second vice president, secretary, treasurer, and a guardian.

SEC. 2. The officers shall be elected by a majority vote at the annual meeting and shall serve until their successors are duly elected and have qualified, unless sooner recalled.

SEC. 3. The president shall preside at all meetings of the union and of the executive committee, and perform such other duties as properly pertain to his office.

SEC. 4. The vice presidents, in their order, shall preside in the absence of the president.

SEC. 5. The secretary shall keep a record of all the proceedings and all correspondence. He shall receive moneys and turn the same over to the treasurer, taking the treasurer's receipt therefor.

SEC. 6. The treasurer shall receipt for all moneys received. He shall deposit all funds to the credit of the union in such bank or trust company allowing interest on deposits in the District of Columbia as may be designated by the executive committee. The treasurer shall disburse the funds of the organization only by check when countersigned by the president. The treasurer shall keep proper records of the receipts and disbursements of all kinds of this organization, and upon completion of his term of office he shall immediately deliver all books, records, papers, money, and other property of the organization in his possession to his successor in office.

SEC. 8. The secretary and the treasurer shall each give bond in such surety company as the executive committee may approve in the sum of $1,000 for the faithful performance of their duties. Such bonds shall be made payable to the president, duly approved by the executive committee, and held by the president. The premiums on the bonds shall be paid from the funds of this organization.

SEC. 9. The guardian shall have charge of the door, and shall allow no one to enter without the password while the meeting is in order except upon permission of the presiding officer.

SEC. 10. In case a vacancy occurs in any office of this organization, the president shall fill the office by the appointment of a member, who shall serve until his successor is chosen at a special election, to be held at the next regular meeting of the organization.

ARTICLE VI.

MEETINGS.

SECTION 1. The regular meetings shall be held on the first Friday of each month.

SEC. 2. The annual meeting for the election of officers shall be held in the city of Washington, unless otherwise ordered by the organization, on the first Friday in November.

ARTICLE VIII.

COMMITTEES.

SECTION 1. The standing committees of this organization shall consist of the executive committee, and committee on audit, grievances, legislation, membership and credentials, resolutions, publicity, and retirement.

SEC. 2. The executive committee shall be composed of the president, the first and second vice presidents, the secretary, the treasurer, and one representative from each of the executive departments and independent bureaus and offices of th Government. The membership of the executive committee shall be elected by the membership of the executive departments and independent bureaus and offices which they represent. Nine members of the executive committee shall constitute a quorum for the transaction of business. The executive committee shall have full control of the funds and property of the organization. In all other matters not otherwise provided for its authority shall be limited to making reports and definite recommendations to the membership of the organization. All matters affecting the policies and objects and means of accomplishing the purposes of the organization shall be referred to the executive committee when proposed. The executive committee shall either refer such matters to the proper committees for investigation and report to the membership or will itself cause the matter to be investigated and report regarding same made to the membership. All reports of the executive committee and of other committees shall contain definite recommendations as to the action to be taken. If the members of the executive committee are not in agreement as to such matters, a majority and a minority report will be rendered.

SEC. 3. The committee on publicity shall consist of three members to be appointed by the president.

SEC. 4. The committee on membership and credentials shall consist of five members appointed by the executive committee. Applications for membership shall be submitted to the committee on membership and credentials, which shall make careful investigation of the eligibility of the proposed members and submit a report thereon at the next regular meeting of the organization.

SEC. 5. The committee on resolutions shall consist of five members appointed by the president. It shall receive and consider all resolutions submitted to them by the secretary and report the result of the investigations to the membership. When motions for the passage of resolutions are presented, and no formal draft thereof is submitted, it shall be the duty of such committee to prepare the resolution in proper form.

SEC. 6. The committee on audit shall consist of three members, to be appointed by the executive committee. It shall be the duty of the committee on audit to make a semiannual audit of the accounts of the officers. After each audit the committ on audit shall make a written report to the executive committee of the result of such audit. The committee shall also make a report to the annual meeting of the membership.

SEC. 7. The committee on grievances shall consist of five members who shall be appointed by the executive committee, and all matters affecting legislation shall be referred by the executive committeee to the committee on legislation for definite recommendations.

SEC. 8. The committee on legislation shall consist of 10 members who shall be appointed by the executive committee, and all matters affecting legislation, except the question of retirement, shall be referred by the executive committee to the committee on legislation for investigation, report, and definite recommendations. It shall also be the duty of the members of such legislative com-

mittee to use all their power and efforts to secure legislation which will advance the purposes of the organization, and to this end will keep themselves well informed regarding matters pending in Congress, when opportunity presents itself appear before the committees of Congress in support of such legislation, draft and endeavor to secure the enactment of laws to further the objects of the organization.

SEC. 9. The committee on retirement shall consist of five members who shall be appointed by the executive committee. The members of this committee will carefully inform themselves upon the subject of retirement or superannuation, procure all statistical data available upon the question, and as soon as possible determine a proper form of retirement for Government employees. It will be the duty of this committee to exert every possible means to draft a satisfactory retirement bill and secure the enactment of same at the earliest practicable date.

SEC. 10. The terms of office of all of the members of the above-named committees shall be concurrent with the terms of the officers of the organization, and vacancies shall be filled as they occur by appointment as provided for original appointment.

ARTICLE IX.

DELEGATES.

SECTION 1. There shall be a board of delegates, consisting of one person from each bureau of an executive department, each independent bureau or office of the Government, whose duty it shall be to represent the organization at all meetings of the Central Labor Union. These delegates shall be elected by the membership of the organization in each bureau or office.

ARTICLE X.

NOMINATIONS.

SECTION 1. Nominations of persons to fill offices of this organization shall be made at the regular monthly meeting in October of each year or at a regular monthly meeting one month prior to the date of such election in case of special election to fill vacancies.

ARTICLE XI.

ELECTIONS.

SECTION 1. Elections of officers shall be by acclamation when practicable to determine results thereby. If doubt exists when this method is followed, a count will be made by tellers appointed for this purpose upon the request of any member present. In making this count the tellers will be stationed at aisles of the hall and the voters required to pass down the center aisle and back to their seats by the side aisles of the hall, passing by the teller representing the person for whom they are voting. Should it become necessary at any time to obtain definite and correct results, a written ballot may be demanded by one-third of the membership present. These methods of election will be followed in general elections and in all other elections, whether held in regular monthly meetings of the organization or at meetings of the organization of members of any department, bureau, or office.

ARTICLE XII.

ACTION OF ORGANIZATION.

SECTION 1. All action to be taken by the executive committee shall be with the approval and under the signature of the president, except that two-thirds of the members of the executive committee present forming a quorum may overrule the president and require him to act as directed by them, notwithstanding his objection.

SEC. 3. Each committee shall elect its chairman through and by whom it shall act and make reports. The president shall take all executive action on behalf of the organization.

SEC. 4. In all cases where other than routine action is to be taken by the executive committee or by the organization as a whole, the matter will be acted upon by the organization at a meeting of the membership and will lie on the

table until the next monthly meeting of the organization, when it shall again be presented to the members, the discussion thereof opened, allowing those in favor of the action and those opposed thereto 15 minutes to each side to present their case, after which a vote shall be taken to determine whether the former action will be sustained.

ARTICLE XIII.

SEPARATE BRANCH FOR COLORED MEMBERS.

A branch of this organization, composed of colored members only, shall be formed, which branch organization shall adopt its own constitution and by-laws, elect its own officers and delegates, and appoint its own committees: *Provided*, That no action shall be taken affecting the parent organization without ratification by the latter. In order that this branch organization may be represented at the regular meetings of the parent organization, five properly accredited delegates will be admitted to such meetings as entitled to the privilege of the floor, but not to vote.

From the statistics of the Department of Labor in Washington, D. C., the professor of economics at George Washington University, Robert R. Kern, has stated that the income absolutely necessary to support a family of five, consisting of husband, wife, and three children of school age in conditions of a merely decent nature, is $840 per annum. This will provide for nothing more than the bare necessities of life.

Statistics also show that the purchasing power of $1,000 is now one-third less than it was in 1900, which in itself is a reduction in salaries of this proportionate part.

And yet a Member of your body has had the temerity to suggest that these employees be required to work longer hours, with no additional compensation, amounting in itself to a decrease in pay of one-seventh of the present salaries.

In order that the tone and language of the circular letters issued by this Member of Congress may become a matter of permanent record permission is requested to insert them in this record. No comment will be made—they speak for themselves. These letters issued and delivered to each member of the House of Representatives advocating the proposition of economizing expenditures of the Government by increasing the hours of work of people who have and control, ordinarily, no voting power, are as follows:

HOUSE OF REPRESENTATIVES, UNITED STATES,
Washington, D. C., March 10, 1916.

DEAR COLLEAGUE: If we spend without adequate return four or five million dollars of the people's funds, primarily for the department clerks, but ultimately and really for the benefit of the mercantile interests of Washington, where are we to get the money? It must be laid upon the American people as a tax burden in some form. We are not spending money we have already raised—that would be wrong enough—but we must honestly and wisely face the problem of raising money for vital national expenses. Only a demagogue will vote for appropriations and refuse to vote for taxes. Can we justify laying a tax upon the farmers, business men, and wage earners of the country to pay for the privilege of having a leisure class in Washington?

Whose rights are paramount, those of the man who supports the Government or the man who is supported by it?

Does the farmer work seven hours a day?

Does the wage earner work seven hours a day?

Does the merchant work seven hours a day?

Let's give the American taxpayer a square deal—Heaven knows he needs it.

Very truly, yours,

WILLIAM P. BORLAND.

HOUSE OF REPRESENTATIVES, UNITED STATES,
Washington, D. C., March 10, 1916.

DEAR COLLEAGUE: The statement that salaries in the Government service in Washington have not been changed for 56 years is false. Every appropriation bill carries a number of increases and promotions and the work is constantly readjusted.

The statement that salaries are adjusted on a seven-hour day is false. Clerks are paid for a full day.

The clerks have 30 days' vacation, 30 days' sick leave, and all the holidays. They work 238½ days out of the year, or on an average of less than 20 days a

month. This is equivalent to only 208½ full days' work of eight hours, or 17½ days a month.

The civil-service employees outside of Washington work eight hours and have only 15 days' vacation, and many of them work Sundays and holidays.

There are 476,366 civil-service employees in the United States; 34,430 are in Washington and are treated as a privileged class. Thus 7 per cent of the Government employees do all the bellyaching. The other 93 per cent work and ask no favors.

The merchants and landlords of Washington are for more Government clerks, extravagance, and inefficiency.

The American taxpayer is for an "honest day's work for an honest day's pay."

Are you for the financial interests of Washington or for the taxpayers of the Union?

Very truly, yours,

WILLIAM P. BORLAND.

HOUSE OF REPRESENTATIVES, UNITED STATES,
Washington, D. C., March 10, 1916.

DEAR COLLEAGUE: If the eight-hour law for Government clerks will not save money for the Government, why are the merchants and landlords of Washington opposing it? They know that it will cut at least $4,000,000 a year off Uncle Sam's pay roll.

All the money the clerks get finds its way into the pockets of the merchants and landlords. They pick the bones of the clerks clean. Are they the friends of labor? Are they against an eight-hour day on high moral grounds? Why don't they give a seven-hour day to their own employees? Why did they oppose so bitterly an eight-hour day for women wageworkers in Washington? Ask these department-store keepers who now want your vote.

The land speculator, too, wants your vote. If the Government hires more clerks than it needs in order to work them less than a full business day, our real-estate friend can sell them houses on the installment plan. The merchants and farmers back home pay the salaries that buy these houses.

Also it takes more office space for a large number of clerks working seven hours than for a smaller number working eight hours. Much of this space must be rented from private owners. The Government pays $36,000 a year for quarters now occupied by the Attorney General. In all it pays out about $700,000 a year in rent in Washington. All of the saving in space will reduce this item.

The financial and merchantile interests of Washington have bullied and villified Congress. They call us salary grabbers, mileage grafters, pork-barrel thieves. If we are bullied into voting for this hogshead of pork for them, are we not all they say we are?

Very truly, yours,

WILLIAM P. BORLAND.

The appeals issued at the meeting of our organization on Friday evening last for specific personal experience of the Government employees who are attempting to live on the lower salaries have resulted in the receipt of communications which are most impressive in their plain, unadorned statements of existing facts and trials of people who live in the same city, ride on the same cars, occupy the same seats in the theaters and "movies" as do you gentlemen.

AFTER RECESS.

At the expiration of the recess the committee assembled.

STATEMENT OF MR. J. A. H. CHRISTIAN, REPRESENTING THE CUSTOMS GUARDS, NEW YORK CITY.

The CHAIRMAN. Please state your full name and whom you represent.

Mr. CHRISTIAN. My name is J. A. H. Christian, and I represent the customs guards of New York City.

Many of the things I meant to comment on, Mr. Chairman, have been so thoroughly thrashed out before the committee this morning that I think it would be only wasting your time to comment further on them.

The principal thing I desire to impress upon you is the justness of the claims of the guards and that they should be paid more money. Their duties are very important. They are very largely instrumental in collecting the enormous sums that are paid for customs dues in New York, and it is very exposed work, with very long hours. We nominally work 9 hours a day, but practically 11 hours, for 7 days a week, and the pay is in three grades, $1,095, $960, and $840.

I need not say more about the cost of living in New York, and how practically impossible it is for a man with a family to live as an American citizen should on $840 a year in New York City. I know myself—I am blessed with a very economical wife and I have had $1,095 for 10 years now. I was one of the old night inspectors. We were taken into this service when Mr. Loeb made these guards. I know very well I can not save one penny. Even more than that, I really have spent some of the little money I had when I went into the service. I had a life insurance, and I had to surrender it; I could not keep it up.

We have a very large number of men who are matured men, with quite large families, who are doing the best they can to live on this little salary, and they can not do it——

The CHAIRMAN. Are you a man of family?

Mr. CHRISTIAN. I have two—myself and two children. And, to show you my condition, when I tried to put my boys through high school it was just possible to live on my salary. If you are lucky enough to escape sickness or any extraneous expense, you can some way get along, but as soon as any sickness comes you will find that you can not very well get on with it.

The CHAIRMAN. Suppose sickness does come, what do you find, that you are in debt?

Mr. CHRISTIAN. I go backward. I have to make it up from what little I have left. I have very little left of what I originally had when I came into the service.

I do not know whether there is anything else I can say, sir.

Mr. NOLAN. Have you got, Mr. Christian, or are you in any way likely to get, possession of any information regarding the cost of living?

Mr. CHRISTIAN. Well, yes. I have got some of it; I did not make it out with regard to my own costs of living. The statistics are available to anybody. Bradstreet's unit of the cost of living in New York for the last seven years, for a family of five, has gone up something like 38 per cent.

Mr. NOLAN. What I wanted to get at was something better than the dry statistics that are published, the experience of the men we are attempting to benefit, and to learn what their particular experience has been.

Mr. CHRISTIAN. Well, no, sir; I have not that. You mean an itemized expense account of some particular man—myself or anybody else?

Mr. NOLAN. Something that would apply generally.

Mr. CHRISTIAN. I do not know that I can give you any of that. The only thing I know, for instance, and it is a thing we all know, is that if you want to live in any sort of decent place—in fact, we would be held to account if we did not live in a respectable place—you can not get a house at less than $18 a month rent.

There is another thing, we have very large traveling expenses. We have to go to the barge office every morning, and from there we are sent out on the charges, which may be anywhere through the port, which covers from Yonkers to Staten Island, Weehakwen, and all that. We are paid by the Government—we make out an expense account for what we pay going from the barge office to the charge, but it is almost impossible for any of us to average less than 30 cents a day traveling expenses, and what we are allowed by the Government will not average more than 10 cents. Owing to the fact that we have to go to these places we can not live near our charges, and that is our private traveling expenses.

Then we have to pay at least for a couple of uniforms a year.

The CHAIRMAN. You are compelled to buy your own uniforms?

Mr. CHRISTIAN. Oh, yes; and a couple of hats or caps. It costs from $45 to $50 a year for uniforms, and it is quite true, as Mr. Moir said to-day, that most of the men are compelled to pay more for the uniforms owing to the fact that we can not put down the money at the time of buying. Instead of paying $16 or $17 for a suit they will have to pay $21 or $22 on account of getting it on time.

The CHAIRMAN. What do you mean, buying it on the installment plan?

Mr. CHRISTIAN. Yes; most of them.

The CHAIRMAN. Does that apply only to the uniforms?

Mr. CHRISTIAN. No; I am afraid it applies to a whole lot of things, anything that amounts to a large expense. None of us that I know of have money enough to put down at one time. We have to pay it off by degrees. That is really not a sign of extravagance on the part of the men. It is simply that they have not got any money. When you only get a small amount of money twice a month, with household exepenses going on all the time, you can not have any nest egg; it is practically impossible.

Mr. NOLAN. Coming back to a statement made at the beginning of your remarks, what are your regular hours?

Mr. CHRISTIAN. We go to work by platoons. We cover the port all day long and all night. Our duties are to see that there is no smuggling and nothing in the way of cargo taken off the dock except it has been passed through the hands of the inspectors, and also to prevent any petty smuggling. We hold up anybody who appears to be suspiciously rotund and search them and look for anything they may have dutiable on their persons, or whether they are coming away with cans of opium and other forbidden importations.

Mr. NOLAN. What I want to get at——

Mr. CHRISTIAN. One platoon goes to work at 12 o'clock at night; that is the first platoon. It is relieved at 9 o'clock the next morning by the members of the second platoon, who go to work at 8. They go to the barge office at 8, you understand, and they are told to go and relieve so-and-so and such-and-such a dock. They must have time, of course, to get from the barge office to the point of relief.

Then the third platoon goes to work at 4 o'clock and gets relieved about half past 12 or 1.

Mr. NOLAN. Is there any allowance for meals?

Mr. CHRISTIAN. In the middle of the day, if we can spare a man, they send him out to relieve, and you go and get whatever you can as quick as you can, because one man will have to relieve perhaps 8 or 10 others.

The other two platoons have no arrangement for their relief at meals.

Mr. NOLAN. What do you do, take your lunch with you?

Mr. CHRISTIAN. Generally take a little sandwich, or if you can get somebody to run out and buy you a sandwich.

Mr. NOLAN. What I want to find out is whether there is any allowance by the service itself?

Mr. CHRISTIAN. No, sir.

Mr. NOLAN. During that eight and one-half or nine hour period of time you mean?

Mr. CHRISTIAN. No, sir.

Mr. NOLAN. You said something about 11 hours. How does that come about, working overtime?

Mr. CHRISTIAN. No; we have to go to the barge office, and, of course, we can not live close to our work, do you see? That is because we do not know where we are going to be sent. I may go to the barge office, which from where I live in Brooklyn may take me an hour, and then I may be sent away up the North River, and then I am relieved. Say that was 8 o'clock platoon or second platoon, I would be relieved at 4 o'clock, and then be about an hour and a half away from home again. You are not absolutely only working nine hours.

Mr. NOLAN. That is what I want to get clear.

Mr. CHRISTIAN. Then, of course, we work seven days a week, which is, you understand, not any contravention of the letter of the law, but certainly a contravention of the spirit of the American people.

We are having it a little better now. Mr. Wright, the present surveyor, is making great efforts, and whenever he can he allows as many men as he can to go off. So, we have about a day and a half or two days a month.

Mr. NOLAN. But he has not got enough men to allow a man off once a week?

Mr. CHRISTIAN. No, sir.

STATEMENT OF MISS KATE V. SMOOT, OF THE GOVERNMENT PRINTING OFFICE.

Mr. NOLAN. Just state to the reporter the employees in the Governernment Printing Office that you are representing.

Miss SMOOT. Mr. Chairman, I am representing the Women's Binder Union, or the employees of the Government Printing Office, and I desire in their behalf to indorse the bill that is now pending—the Nolan bill. We heartily indorse that bill, because it means a higher standard of wages.

Without going into the details of the high cost of living, we heartily indorse Mr. Holder's statement this morning. That covers the cost of living of nearly every employee of the Government, I think. Of

course, we have individual cases, wherein we find that it depends upon us to assist those who can not help themselves. As long as we have our health, we can live, but when sickness or death or anything of that kind comes in, then we see the necessity of having to help others who can not help themselves.

We think that the standard of wages which, represented by the minimum bill at the present time, is 25 cents per hour for skilled women laborers and for men, is too low. I believe that you have plenty of men here who can testify for themselves, but we all are situated along the same line—skilled laborers, both men and women.

A great many of us have been pieceworkers for a number of years. At the present time we have about 151 pieceworkers and, of course, this bill has been a great boon to us to think that it is very likely to pass and that something may come of it.

We think that it is in the hands of the committee and that the committee will have better judgment in many things than we ourselves, but we do see the possibility of having an increase of wages.

We differ considerably from the other departments. For instance, we have always had the very kindest treatment when committees have gone to see our chiefs. We have never been refused an interview, and we have, in many cases, had a great many privileges.

The speed-up question was settled some four years ago. That question was a very serious problem to us when they first started the machinery, because the speed-up question was one that we thought had to be given attention, and now we have no speed up. Our Public Printer does not require any speed up. He requires an honest day's work, which we are willing to give, but we do want living wages. We are the producers. We produce the work. We do feel that it is necessary for us to have a living wage.

We could give you a great many instances of the work that we have done. For years we, as pieceworkers, made very good wages, averaging about $3 a day for quite a few years.

With that 25 cents an hour there are many women who have children to support. They have no one to stay at home and look after their children.

I will give you this case in particular. One woman came to me when I was talking to her about this bill, and she said:

Miss Smoot, I have had one fire this winter, and have had to have irons to take to my room to keep my room warm.

Others have walked all winter from away out in Columbia Road to their work, showing you that $2 a day is not ample for a woman to live on. We have many other such cases that we come in contact with.

Are there any questions I can answer? I am not accustomed to talking very much.

The CHAIRMAN. You say that you represent the bookbinders?

Miss SMOOT. I represent the Woman's Bookbinder Union.

The CHAIRMAN. Does that mean the machine bookbinders or the hand bookbinders?

Miss SMOOT. You see, we have a great many women who are machine operators.

The CHAIRMAN. That is what I want to get at.

Miss SMOOT. But they do not get bookbinder's pay; they do not get the pay of a man.

The CHAIRMAN. Something like on a folding machine?

Miss SMOOT. No; men run the folding machines. The women do the sewing and operate the pasting machines and the paging and perforating.

The CHAIRMAN. And the ruling?

Miss SMOOT. No; they do not run the ruling machines; the men run the ruling machines. But there are various machines that women do operate.

The CHAIRMAN. You say that you average about 25 cents an hour?

Miss SMOOT. We average a little more, the pieceworkers.

The CHAIRMAN. The men on the ruling and folding machines receive $3.20?

Miss SMOOT. $3.20.

The CHAIRMAN. I believe the men who are at the present time in the bookbinding department, both binding by hand and on machines, are endeavoring to get an increase in the printing bill up to 50 and 55 cents an hour?

Miss SMOOT. Yes, sir. Unfortunately we were left out of that bill.

The CHAIRMAN. Let me ask you, do you have to pass a civil-service examination?

Miss SMOOT. Yes, sir; all persons coming into the office have a civil-service examination.

Mr. NOLAN. Miss Smoot, you say there are 151 pieceworkers?

Miss SMOOT. Yes, sir.

Mr. NOLAN. Have you got any idea how many day workers there are among the women in the Government Printing Office?

Miss SMOOT. I really do not know, but I think there are 776 of us who I think would come under the head of the Nolan bill. That does not take in the helpers or the special-price women.

Mr. NOLAN. That takes in what you have termed the "skilled laborers"?

Miss SMOOT. Yes, sir. For instance, there are helpers, and those girls work at night on the Congressional Record, and they get 20 per cent additional, but those are the girls we are not speaking of at all.

Mr. NOLAN. What is the highest pay of any of those day workers that you know of?

Miss SMOOT. $2.80, I think.

Mr. NOLAN. That is 35 cents an hour?

Miss SMOOT. Thirty-five cents an hour.

Mr. NOLAN. About what percentage of the employees get the higher rate?

Miss SMOOT. Those girls who are working on the sewing machines get $2.20 per day.

Mr. NOLAN. I mean those getting $2.80?

Miss SMOOT. There are four women and helpers.

Mr. NOLAN. I mean among the workers, those who are not holding any sort of supervisory positions, what is the highest pay they get?

Miss SMOOT. $2.20. There are, I believe, two or three on the machines that make $2.40, and a few $2.30; it varies.

Mr. NOLAN. But the great majority of the day workers of the Government Printing Office get 25 cents an hour, among the women?

Miss SMOOT. Among the women the majority get 25 cents an hour. There are some who get $2.20, those who sew the books on the machines.

Mr. NOLAN. About how many of them are there?

Miss SMOOT. I would not like to say exactly.

Mr. NOLAN. A hundred?

Miss SMOOT. I would not like to say, but over a hundred, I presume.

Mr. NOLAN. The majority of the women over there get the 25 cents an hour?

Miss SMOOT. Excepting the press feeders. We have two representatives here from the press feeders, and they get $2.20, but that has only been in the last few years.

Mr. NOLAN. Do you know anything about the wages paid to the organized workers among the bindery women in other cities?

Miss SMOOT. No, sir; I do not. I only know what they get here—I mean on the outside—and that is $1.35 a day.

Mr. NOLAN. Are they organized?

Miss SMOOT. Yes, sir. Before organization they received $1 and some of them $1.50 per day.

Mr. NOLAN. You stated, as I understood you a while ago, that the pieceworkers among the women have had their earnings decreased during the past several years. There was a time that you made up to $2.80 or $3 per day?

Miss SMOOT. Yes, sir.

Mr. NOLAN. What is the reason for that decrease in the earnings of the pieceworkers?

Miss SMOOT. On account of the improved machinery.

Mr. NOLAN. Improved machinery?

Miss SMOOT. Yes, sir.

Mr. NOLAN. Cutting the price?

Miss SMOOT. The price list was never cut, but you see we have had no appointments. There have been very few appointments in our department, and as they drop out, of course, the machines do the work.

Mr. NOLAN. Is there less work attached to it?

Miss SMOOT. Less work?

Mr. NOLAN. Attached to the work?

Miss SMOOT. For machine work?

Mr. NOLAN. Is there less skill attached to the new machines that have been introduced?

Miss SMOOT. Well, I do not know. The machines do elegant work, you know.

Mr. NOLAN. I mean less skill on the part of the operator?

Miss SMOOT. Oh, no.

Mr. NOLAN. What I want to try to get at is that even with the introduction of labor-saving machinery, doing improved work, the officials in the Government Printing Office allow the earning of the operators to be reduced beyond that of several years ago. In other words, if the Government is getting the benefit of the introduction of the machinery, why they reduced the earning capacity of the operator?

Miss SMOOT. They claim that they have increased it 20 cents a day—10 cents on the dollar. You see, the minimum wage was 25 cents per hour, and when we went on the machines they gave $2.20 per day.

Mr. NOLAN. I am talking now about the pieceworkers. I want to try to find out, for the benefit of the committee and the record, under what system it is that the pieceworkers who formerly earned $2.80 and $3 per day, have had their wages and earnings reduced.

Miss SMOOT. We have not the work to do. You see, the work of the Government Printing Office is done by contract, and out of 500 contracts we only have 65, and that necessarily takes all of the work out of the Government Printing Office, and we have not the work to do. We could do the work, but the work is not there. That would increase our wages.

Mr. NOLAN. Let me understand. Then, do you have a portion of your time that you are not employed as pieceworkers?

Miss SMOOT. Yes, sir.

Mr. NOLAN. That accounts for the reduction?

Miss SMOOT. That accounts for the reduction.

Mr. NOLAN. That is what I want to get.

Miss SMOOT. If the work was done in the Government Printing Office we would have plenty of work, and would have no idle time at all, and as pieceworkers we would make our regular wages, but not having the work done there we can not do it.

Mr. VAN DYKE. If you had plenty of work to keep you going that would bring your wages up to about $3 a day?

Miss SMOOT. Yes, sir; if the work was there we could do it.

Mr. NOLAN. I might say, Mr. Chairman, that all the witnesses might be informed that if they have anything in the way of statistical information, or added information, they wish to place before the committee, that they will have an opportunity to submit it before the hearings are printed.

Miss SMOOT. Miss Graddick, have you any statements to make that you have in writing?

(Miss Graddick rose.)

The CHAIRMAN. State your name, please.

STATEMENT OF MISS LAURA J. GRADDICK, WOMAN'S BINDERY UNION, GOVERNMENT PRINTING OFFICE.

Miss GRADDICK. My name is Laura J. Graddick.

The CHAIRMAN. State whom you represent.

Miss GRADDICK. I am from the Woman's Bindery Union, Government Printing Office, from among the per diem people.

I have some statements here, gentlemen, I would like to present, but before doing that I would like just to speak of one or two things that occurred this morning. One of the gentlemen questioning spoke about the single men, and seemed to imply—while I do not know that he intended it—in a question whether the single men were entitled to the same amount of wages as the married men; but I immediately thought of the single men in Congress, who draw the same salary as you married men do. You do not make any distinction between them; they are all here at $7,500.

Mr. NOLAN. We would be likely to have a kick if we did. [Laughter.]

Miss GRADDICK. And a very strong one, too.

The CHAIRMAN. We might have a strike. [Laughter.]

Miss GRADDICK. And not only that, the Congressmen who come from the most remote districts of the country come in at the same salary that you Members who have been giving years in acquiring experience here. You do not make any distinction between the inexperienced Member and the Member of experience. Each comes in at his $7,500, with 20 cents mileage, and all the other things that go to make that up, so I felt that was one of the things that we should consider.

Besides, of the single persons in the Government there are none who are without responsibilities. I know numbers of men in the Government Printing Office who, while they are single, are helping to support some one. Very many of them are supporting invalid mothers or brothers and sisters, or there are some other responsibilities upon them, and it was for that reason that I wanted to refer to some of the things that were brought out this morning.

Another thing that was brought out this morning was about the heads of the departments bringing pressure to bear upon the workers. Perhaps it is not clear to you why that is, and I may not interpret it right, but I was speaking from the workers' standpoint. That is what they urged and speed us on, because they think it pleases you Congressmen for them to come up here and make a good report of what has been done and the amount of work. For instance, some years ago—perhaps seven or eight years ago—in our office we had one subforeman who boasted of the fact, I think, before one of the committees of the amount of work that he turned out. He did not state the fact, however, how he had speeded up all the workers. To bring that about we at that time had a man at the head who seemed to fill the hearts of everybody with terror, so they were afraid to say anything; consequently, they yielded to that, and that was the way, it seems to me, the speeding up started in the Printing Office.

Before taking up other things, I want to speak of the character of the bill. Something else was brought out this morning by one of the speakers, who seemed to think this was going to apply to men getting $10,000. Gentlemen of the committee, I do not understand that they come under the civil service. My interpretation of the bill is that it applies to civil-service employees. Men getting $10,000 in the Government are not subject to civil service. In fact, if that were so, all of you would come in for an increase, because, being a Government employee——

Mr. NOLAN. Which would be a good thing.

Miss GRADDICK. I think it might. I do not mean to say that Congressman are getting the pay they should. You have responsibilities.

That is why I want to indorse the bill, because it is a step in the direction that Government employees should have an increase; they should have a living wage.

Mr. NOLAN. Maybe if the Members of the House thought it meant increased salaries for them we would get it passed easily.

Miss GRADDICK. I do not know but what it might be a good agitation. Perhaps some of you were not here at the time when the bill to increase the salaries of the Congressmen was up, but I remember it did not take very long to put that bill through. I do not know of any bill that went through Congress so quickly and rapidly as that bill did. [Laughter.]

If we minor Government employees could get just our share in that time we would be a mighty happly set of people, and I think we would celebrate Easter in the right way.

There is a reason, it seems to me, why the Government should grant this bill, when you take into consideration the other private employers of this country who are considering and giving attention to working conditions and who are giving their minor workers, so to speak—I mean to say the unskilled workers—a living wage, and why should not the Government do the same thing? For example, I refer to Mr. Ford, the automobile manufacturer, a gentleman who is selling, as I understand, an automobile that is one of the cheapest on the market, and yet he pays a living wage; he is paying a wage that is making citizens of the country, making men take an interest in their work, and making them feel that they count for something.

The point I want to make clear is this: If the cleaner and the scrubber and the unskilled men who do that work, if it is a necessary work, why should not there be a living wage for it? I think we all admit that is necessary work, and why should it not count just the same as work that is a little more technical, to the extent, at least, that the man doing that unskilled work should have a living wage out of it? He will do better work; he will make a better citizen; and why should not the Government give him that?

Then, that brings us to the consideration that, after all, there are but two forces in the world—capital and labor. It would help to reconcile those forces, I think, outside of the Government. Labor is in the market. She has a product to sell just the same as the mine operator or the same as the real estate man. Why should not what labor has to sell bring as good prices as those? You take the merchant, the manufacturer, the coal operator—all of those—the capitalists—get their capital from labor. That being the case, it seems to me labor should come in for a better share of what she produces, and I do not know who should set a better example for them than the Government. It seems to me that is where it should start. Labor should come in for an equal share.

I am not a Presbyterian, but I think I can quote a definition from the Presbyterian catechism that "man's chief end is to glorify God and enjoy Him forever." That certainly does take up the labor conditions. How are you going to glorify God and enjoy Him if you have not a living wage—that is, from the standpoint of the wage-earning men? I have thought very much of that definition in connection with wage conditions. I ask the question, What is man's chief end? "To glorify God and enjoy Him forever," and how can the man glorify God or enjoy Him who can not take home a sufficient wage to feed his family?

It is a very serious question, the enjoyment that a man gets out of religion, if he is not getting a wage sufficient to bring about those conditions, and yet I believe that is what it should be. Because of that, then, it seems to me you Congressmen—I am not here to dictate to you, but I am trying to present my views, that you may see it from my standpoint—for that reason you are not here to "play the game of politics"; that should not enter in, but it should be for the best interests of the country; and it seems to me the best place for you to begin is the employees of the Government.

We find that in the last few years Congress has taken a great deal of interest in the business conditions of the country, and has legislated along that line. Congress has set limitations to private business and has made penalties should private business go beyond those limitations. That being the condition, it seems to me that what Congress wants to do is to set an example which private business may follow.

When we go down to our Public Printer to ask for an increase in wages, what does he do? He reaches into the drawer of his desk and pulls out data showing that New York pays only so much, Philadelphia so much, and Baltimore so much, and he says: "You are getting more than they are." The result is we are shut off from having a consideration. The Public Printer thinks and feels that he is paying in proportion to the outside world. It seems to me that the Government should set an example to the outside world, instead of looking to the outside world for an example in the matter of wages. There are some places in the outside world where women in the bookbinders' trade get $2 a day. I believe that Denver, Colo., has that wage. I do not mean by that, gentlemen, that I am censuring the Public Printer or anybody. This is just the general conditions, and they are under that just the same as you and the rest of us, but what we want to do is to change those conditions.

This is a "machine age," as you well know. The result is that everybody in the Government, as well as in private shops, is being speeded up to follow the machine. In our own office, under a former régime, our office was speeded up to almost double. Many of those conditions remain. I do not mean to say that the people in charge now are responsible for that, but they found those conditions there, and, as I say, this being a "machine age," those practices have remained. People are expected to keep busy—to keep onto their job up to the very last hour. I do not mean to say that that is wrong, but that is the case, and, if the man doing the work has been speeded up, why should not his pay be speeded up also? Why not increase his pay in proportion? That is what we want so that we may get better conditions for all of us—that is what we are after.

Another thing, in our office, when receiving only $2 a day—when a person gets sick there is a constant stream of neighborly help going forth. The result is that out of $2 or $2.20, which some get, there is always a help going out to them, and I have statements in regard to some of those that I want to give to this committee. I have the privilege of giving them to show you what some of the women do. I have the name here. I was told that I might use the name, and for that reason I am giving it.

The first is Miss Davis, late an employee of the Government Printing Office, she contracted tuberculosis, and, as she had been unable to save anything from her wage of $2 per day, she was maintained in a sanitarium by friends and coworkers in the Printing Office for several months and until her death last summer.

Another case is that of Mrs. Jackson, who has been an employee of the Government Printing Office for more than 20 years. Herself a soldier's widow, she has to support a widowed daughter, who is unable to work on account of her four small children. Mrs. Jackson has been in bed sick for several weeks, and on account of her ina-

bility to save anything from her wage of $2 a day she has to depend largely upon contributions from her fellow workers, who can assist her only through a scarifice, as most of their own wages are inadequate for anything except the bare necessities of life.

Another case is that of Mrs. Colklesser, who has been employed in the Government Printing Office for more than 30 years, contracted pneumonia several months ago, and, as she had been unable to save anything from her meager wage of $2 per day, was compelled to rely upon collections taken up in her behalf among her coworkers in the Printing Office. Mose of these contributors are themselves working for $2 a day and have families or parents dependent on them for support. Mrs. Colklesser is more than 70 years of age and must soon become dependent upon her associates unless the Government, to which she has devoted her life, offers some measure of relief.

This is not an isolated case, but is typical of hundreds of cases in the Government service where the pay barely provides the essentials of life and allows no provision for a rainy day.

I have here a statement in regard to Miss Gertrude A. Spencer, an employee of the Government Printing Office, who received $2 per day while she was able to work, on which she had to support herself and an invalid and entirely helpless mother.

Last summer Miss Spencer had a cateract taken from her left eye and was under so much expense that the meager sum she had been able to save through many a sacrifice was entirely consumed. She is now in the Emergency Hospital recovering from an operation on her right eye. Her coworkers in the Printing Office took up a collection to enable her to have the operation performed. Many of those contributors are themselves working for $2 per day and are absolutely unable to make any provision for similar misfortunes that might any day befall themselves or their families.

Those are cases that are vouched for, Mr. Chairman, and I give them as a part of my statement for the record.

I hope you will find it in your hearts to do something for the employees who are getting less than a few dollars, because there are many of them in the Government employ.

Mr. NOLAN. I have often heard it said since I came here to Washington three years ago that there are a great many men and their wives in the Government employ, both working for the Government among the lower-paid employees, and one of the reasons advanced for that is that the women must also work to enable them to meet the necessities of life. You know of any instances of that kind?

Miss GRADDICK. I am on what we call the "night bill force." I go on at half past 11 at night; and then there is a force called the "intermediate force," and working in that force I know there is one woman, to my certain knowledge—a young woman—and I understand her husband works at the navy yard. They both work in order to get enough to maintain themselves and their children. She is a young married woman. The way I came to know about that was I saw she was so frail looking and appeared so tired, and I asked some one who she was, and I said, "Has she a husband?" and they said, "Yes," and then they told me where he worked, but that she felt they both had to go out to work to enable them to live. Therefore, I know of that case personally.

Mr. VAN DYKE. You spoke of the wage in the Printing Office, and the ready reference made by the Public Printer to the comparison of your wage scale with that of outside workers. In quoting the wage for outside employees, did he give you the minimum or the average scale?

Miss GRADDICK. You mean in our office?

Mr. VAN DYKE. Yes.

Miss GRADDICK. I suppose you might term it a minimum and average, too. The women of our office—I speak now particularly of the bindery, and yet it applies, you might say, throughout the office—get $2 a day.

Mr. VAN DYKE. In your office you have your flat scale?

Miss GRADDICK. Yes.

Mr. VAN DYKE. But an outside worker, you know, with private employers have a minimum wage, in drawing up their agreement with their employees, but the minimum wage is the smallest wage, while the average wage is always above that?

Miss GRADDICK. Yes.

Mr. VAN DYKE. In comparing your class of work with the outside employee, did you refer in your statement to the average wage of the outside employee or to the minimum wage?

Miss GRADDICK. It would be the average. I spoke of Denver—that $2 a day is their minimum.

Mr. VAN DYKE. But the minimum may be smaller in other places and larger in still other places?

Miss GRADDICK. It varies.

Mr. VAN DYKE. The minimum, for instance, in the printing trade at Fort Worth is probably as large as they have.

Miss GRADDICK. I do not know why it is, but the West seems to give better wages, generally speaking, than the East, and I mentioned that to show that the women in striving to improve their conditions——

Mr. NOLAN. The women vote in the West. [Laughter.]

Miss GRADDICK. Two dollars a day in Denver, and they have been getting it for several years.

Mr. NOLAN. I say, the women vote in the West, and consequently they have greater power there.

Miss GRADDICK. I have noticed that, gentlemen. In other words, people who have a chance to vote count for more than those who do not.

STATEMENT OF MR. P. J. LOUBY, REPRESENTING MESSENGERS IN THE CUSTOMS SERVICE, BROOKLYN, N. Y.

The CHAIRMAN. Who do you represent, Mr. Louby?

Mr. LOUBY. The messengers in the customs service.

I want to say, Mr. Chairman and gentlemen of the committee, that I am here to-day to speak in the interest of the messengers in the customs service, of which there are two grades, one grade receiving $840 and the other $960.

The $960 grade is the maximum salary for a messenger in the customs service, so I have been told by the officials in New York.

My argument for an increase of wages, such as the Nolan bill would give us, is the cost of living in the city of New York. I have no

family, no one but myself and wife, and out of my $960 I am totally unable to save one cent; that is, and live as I think an American citizen should live. It must be understood that the Government service, particularly in New York, and in the office building such as the customhouse, the employees are expected to appear somewhat respectable. It takes quite a sum of money to keep an employee in clothes as compared with that required of a man on the outside.

The Government of the United States, I believe, grants the right of every man, woman, and child to a living; it also grants the right to every man and woman to get married and raise a family, which being the case I think the Government should at least pay its employees a living wage, whereby they can get married and bring up a family in respectability.

Not so very long ago the Government expended $25,000,000 on good roads. The newspapers, the public at large, did not make any noise about that appropriation for spending $25,000,000, and I can not conceive of any reason why the Government or the public or the papers should make any noise about an increase such as this bill calls for.

I think at a former hearing before the Committee on Ways and Means we showed conclusively that the wages as paid in the port of New York are not adequate for a man to live as he should. Quite a number of the men on the salary they receive are unable to buy clothes for cash. There are a great many who have to buy on the installment plan and pay at least one-third more for the clothing than they would if they had cash. Consequently, it keeps them in hot water paying on this installment plan, and at the end of the month they owe the total salary they receive from the Government.

I think, in justice to these men, this committee should consider their claims and do all they can to give them what the Nolan bill calls for. That is about all I have to say, gentlemen.

Mr. NOLAN. Mr. Louby, what hearings were there before the Committee on Ways and Means where this testimony was given?

Mr. LOUBY. It was a bill introduced by Mr. Maher in behalf of the laborers of the customs service in the port of New York.

Mr. NOLAN. Did they give testimony there in the way of figures to show just exactly what the cost of living was in New York.

Mr. LOUBY. Yes, sir. I believe the committee already has one of those hearings, which contained the estimates referred to. I want to say that the estimate showed by Mr. Moir in his statement here to-day is not taken from any statistics or anything else. It is a statement of the whole family; consequently, he knew just what he was talking about.

Mr. VAN DYKE. What department do you work in?

Mr. LOUBY. The customs service.

Mr. VAN DYKE. What position do you occupy?

Mr. LOUBY. Messenger.

Mr. VAN DYKE. And that is skilled labor?

Mr. LOUBY. I really do not know. I think it is a little better than skilled labor.

Mr. VAN DYKE. You have skilled labor, taking in subclerical; that would be in the subclerical list, and what is the limit of the wages?

Mr. LOUBY. $960. There is absolutely no chance of getting any more.

Mr. VAN DYKE. As a subclerical employee you have not the privilege of taking an examination to become an employee in the customs service in its clerical force? I ask that question for my own information; I am not quite sure of that.

Mr. LOUBY. Why, yes; the only advantage we have is that we can take what they term "first-grade examination."

Mr. VAN DYKE. Noncompetitive?

Mr. LOUBY. No; it is competitive.

Mr. VAN DYKE. The reason I asked that question is that in the postal end a subclerical position entitles you to take what they call a "noncompetitive examination." You do not have to compete with anybody else. If you pass, you will be appointed. In the regular examination you are placed on the eligible list and the one with the highest grading has a preference.

Mr. LOUBY. In New York you can take what they call the promotion examination.

Mr. VAN DYKE. That would be noncompetitive?

Mr. LOUBY. It is composed of nothing more nor less than an actual first-grade examination.

The CHAIRMAN. What position are you filling now in the customs service?

Mr. LOUBY. That of messenger, but while as a messenger I am doing clerical work.

The CHAIRMAN. How does that work compare with others in your department?

Mr. LOUBY. Well, I have never had any fault found with my work——

The CHAIRMAN. I mean by that you do the same class of work—the same work, generally speaking?

Mr. LOUBY. Absolutely the same.

The CHAIRMAN. And the difference is only in your wages.

Mr. LOUBY. That is the only difference between the two men.

The CHAIRMAN. What is the difference?

Mr. LOUBY. From $960 to $1,200, $1,400, and in one case $1,600.

The CHAIRMAN. In other words, there are men in that room with you who are receiving $1,600 for the same work that you are receiving $960?

Mr. LOUBY. I will not say in the room I am in at the present time. There are some getting $1,400, but before I was transferred to the room where I am at now I was working then at verification of dock books. There were men there getting $1,600, and I had to do the same work as they did; I had also to do just as much.

Mr. VAN DYKE. They passed the competitive examination and are classified civil-service employees?

Mr. LOUBY. Well, I am, too.

Mr. VAN DYKE. I mean you have to pass the same grade examination?

Mr. LOUBY. No; they passed first or second grade.

Mr. NOLAN. Mr. Louby, could you mark off that part of the hearings before the Ways and Means Committee that you think ought to be included in the hearings here and submit it to the reporter for insertion in this record?

Mr. LOUBY. Oh, yes.

(The part of the hearings before the Committee on Ways and Means submitted by Mr. Louby is as follows:)

The salary paid this class is $840 per annum. The following is an exhibit of expenditures for a family of six (two adults and four children):

Rent for 4 rooms	$18.00
Light	1.40
Car fare and 10-cent lunches	4.80
Coal at 40 cents per bag, 9 bags per month	3.60
Meat, not served every day	12.00
Groceries and green vegetables	24.00
Life and fire insurance	4.89
Total	68.69

The foregoing statement covers the monthly expenditures of a laborer receiving $70 per month. The balance of $1.31 is in every instance paid out for other necessities of life.

LABORERS AT ELLIS ISLAND.

This class of laborers are working from 9 to 10 hours a day. The nature of the work performed by this class is as acting helpers to the various mechanics employed on the island, and in cleaning up the station after the emigrants have left the island.

The hours were formerly eight hours a day. The commissioner in charge of this station compelled the laborers to start for the island one hour earlier one year ago, and this order was never recinded.

The pay received by this class is $650 per annum. I offer you the following exhibit of expenditures for a family of five (two adults and three children):

Rent, 3 rooms in a rear house	$12.00
Lighting, lamps and oil	.90
Lunches, 10 cents per day	2.80
Coal at 10 cents per pail, 32 pails	3.20
Meat, not served every day	10.00
Groceries and green vegetables	21.00
Life insurance	3.00
Total	52.90

The foregoing statement covers the monthly expenditures of a laborer receiving $55 per month. The balance of $2.10 is in every instance paid out for other necessities of life.

The CHAIRMAN. Is there any further statement that you wish to make?

Mr. LOUBY. Nothing further, except I was going to say it is absolutely no chance for a messenger at $960 to pull out, unless he takes what they term "first-grade examination." The first-grade examination is something that it takes a college graduate to pass. To me it seems to be nothing more nor less than a regent's examination, and it is something that I was never educated for, having spent the greater portion of my young years in the Army, and never having got what you might term a high mathematical education, and it is an impossibility for me to pass it; consequently, I have to remain stationary, at $960.

The CHAIRMAN. And there is no way for your salary to be affected other than by an act of legislation?

Mr. LOUBY. By an act of legislation.

Mr. VAN DYKE. There is only one thing that is not yet clear in my mind. Are you sure that that is the first-grade classified civil service examination, or second grade?

Mr. LOUBY. First grade.

Mr. VAN DYKE. A technical examination?

Mr. LOUBY. Yes, sir.

The CHAIRMAN. You served in the United States Army?

Mr. LOUBY. Yes, sir; I have served about 15 years, all told.

Mr. VAN DYKE. You served during the Spanish War?

Mr. LOUBY. Yes, sir; during the Spanish War in Porto Rico, and after the Spanish War I went to the Philippine Islands.

The CHAIRMAN. That will be all.

I would like to inquire if there is anyone here to represent the helpers in the New York Navy Yard?

(No response.)

Are there any other ladies here who represent the bindery workers in the Government service who wish to be heard?

STATEMENT OF MISS MARGARET C. BATEMAN, REPRESENTING THE FEEDERS OF THE GOVERNMENT PRINTING OFFICE.

Miss BATEMAN. I represent the feeders of the Government Printing Office, and I am here also to heartily indorse the bill going through, because, while our work has been increased in the last few years to such an extent that we are always busy, and when we are not busy in our own branch of work we are sent to different sections of the office, some of us on postal cards and some on second floor on envelopes and different work of that sort, to keep busy; and also in the past year they have installed presses in the office which are speeded up to the speed of 2,500 an hour, and, of course, the girl feeding those presses eight hours is completely exhausted by the time she is through. If it happens to be a short run, she needs the time the pressman is getting the presses ready to rest and recuperate to be in condition for the next run. Instead of that they have not got press feeders enough; otherwise she is put on another press and kept busy straight along, and, while we do not object to being kept busy, we do think if we do have to do the extra amount of work we should get the extra pay. Therefore I am here to heartily indorse the Nolan bill, giving us the $3.

Our work is so severe that there are a great many of the ladies who have families to support who are so exhausted by the time they get through with their work that they are really not physically able to go home and perform their duties; but they have to do it, because their wages are not sufficient that they can afford to have this done, and therefore, to make a presentable appearance, they have to do it themselves, and it is very hard for them.

They have mostly all got responsibilities. Of course, if they have no one but themselves they can get along on $2.20 very nicely, but the most of them have responsibilities of others, the care of others, which makes it impossible for them to get along on the wages paid without doing lots of things themselves that they should hire done. And I want also to state that there are some ladies receiving just the $2. They are older ladies, but their work is very hard, and it is the same as ours, and therefore I think they should get the $3, too.

Mr. NOLAN. Is it all done by piecework?

Miss BATEMAN. It is per diem work, but there are two scales of wages, $2 and $2.20. We are all classed as press feeders, but some get $2 and some get $2.20, and even the $2.20 is hardly sufficient to

live right. The most of them have so many responsibilities and the care of others that they really have to do their own housekeeping and sewing and millinery work, and things of that sort in the evening to keep up a presentable appearance.

Mr. NOLAN. You indorse the statements that were made here regarding the cost of living in Washington?

Miss BATEMAN. Do I indorse it?

Mr. NOLAN. Do you indorse the statements made here by a number of witnesses regarding the high cost of living in Washington?

Miss BATEMAN. Yes; I do.

Mr. NOLAN. And the impossibility of the person getting the wages that we pay to the women in the Government Printing Office to comfortably and decently live?

Miss BATEMAN. Yes, sir. I am heartily in favor of the bill going through, and I represent the ladies down there.

Mr. NOLAN. Are the feeders in the Government Printing Office organized?

Miss BATEMAN. Well, to some extent they are; I am one of them who is.

Mr. VAN DYKE. I want to ask what, in your opinion, is the average monthly amount which is necessary to take care of a single person. What will they have to pay for room and board a month in this city?

Miss BATEMAN. You can not get any respectable place under $30—$25 to $30 a month—and that is for a very small room, because I have boarded in previous years, and it was so high that I simply could not afford it, because I have a sister to support who is an invalid, and I have had to come down to keeping rooms myself and taking care of her in that way.

Mr. VAN DYKE. And the $30 would pay for both the board and room?

Miss BATEMAN. Yes; for board and room.

Mr. VAN DYKE. And that goes to show that the cost of living has increased.

Miss BATEMAN. I never paid, when I boarded, under $25, and some places $27, and it was just in a very respectable neighborhood, but yet was not the kind of a place I would like to have, but I simply could not afford anything better, and therefore I took a house and kept rooms.

Mr. VAN DYKE. What increase, if any, has there been in the wages of your class of employees in the Printing Office in the last 15 years.

Miss BATEMAN. Twenty per cent. When I first went there, 12 or 13 years ago, it was $2, and it was raised under Mr. Donnelly 20 per cent.

Mr. VAN DYKE. You are now getting $2.20?

Mr. NOLAN. It is 10 per cent.

Miss BATEMAN. Twenty cents more a day; and we waited on the Public Printer and asked an increase, and he greeted us very favorably, and he said he certainly realized the conditions; that he could not give us any more, because he was restricted by Congress.

While we are not making any complaint about the work at all, it is about the wages, and we do think we ought to have more, on account of the high cost of everything; however, our work has increased, too.

The CHAIRMAN. Are there any other ladies here who wish to be heard?

Mr. VAN DYKE. I would like to ask one question. Who is it that represents that portion of the Government Printing Office where they print the postal cards?

Mr. CHRISTIAN. There is not any representative here.

Mr. VAN DYKE. They receive $2.20?

Miss SMOOT. I think they receive $2.40, but the wages are $2.20, but when on the postal cards they receive $2.40; and if they are not busy they are sent to our room, and if we are not busy we are sent elsewhere.

Mr. VAN DYKE. They differentiate, however, in the two different departments?

Miss SMOOT. Yes.

The CHAIRMAN. Are there any other ladies here from any other Government departments who wish to be heard?

STATEMENT OF MR. HENRY J. HARDY, REPRESENTING THE MARYLAND STATE FEDERATION OF LABOR.

Mr. HARDY. Mr. Chairman and gentlemen of the committee, you have heard a great deal of testimony as to the high cost of living and how it affects the women who make a minimum wage of $2, $2.20, and $2.40, but we are here to show you a still worse condition.

We have in the bureau girls who make from $1.60 to $1.75 a day. I want to say, however, that this is not the fault, as I see it, of the bureau officials, as the Director of the Bureau has assured me personally that he was in favor of an increased pay for these workers.

In the laundry they have a dozen girls who perform some of the very hardest work that is done in the bureau. They receive $1.60 per day. On the presses, where the money is printed, in the plate printing division, the girls receive $1.75 a day. These girls, gentlemen, are charged with the most important work in that bureau. When the printed sheet with the four bills on it comes from the press, it is up to that girl to detect any imperfection in it and to see that it does not get by. They have an added responsibility, along with the plate printer who is working on that press. They are responsible for every sheet of paper that comes to them. If one of those sheets of paper is missed at night and can not be found, that girl who is working for $1.75 has got to do her share by paying for the face value of that sheet, and by the "face value of the sheet" means the amount of money that would have been printed on it. If they are printing $1 bills that sheet of paper cost $4; if it is $100 bills it represents $400, and that will have to be paid by the Government employees who lost that sheet. That may perhaps strike you as a strange kind of business, but it is an absolute fact.

In the bureau these girls at the rate of $1.75 are paid for one minute at approximately one-third of a cent during the time they are working; yet, if they are one minute late the Government charges them 5 cents; in other words, it charges 15 minutes for that minute late.

If, at the close of the day's work there is one sheet of paper missing in the Bureau or a mistake in the count, that entire division can not leave until that sheet is accounted for. Uncle Sam does not pay these girls, nor the men for that matter, for the time they are waiting around there for somebody's mistake to be corrected. It

may have been the fault of one of the girls; it may have been the fault of some one else, but, nevertheless, that entire section is required to remain in the building; in fact, they are detained there, but not under pay.

So, you see there is no provision made for paying anything other than just the actual day's work.

There are some girls who are promoted in the different positions to semiclerical work, I should call it, who get as high as $2.24 a day. We have some there getting $780. We have some getting $2 and some getting $1.92, and a great many at $1.75. At $1.75, if a girl gets the greatest amount of money she earns in a month—and that will be a month that has the fewest number of days—she may get 26 working days, but it will not average 26; but even taking 26 working days every month she would earn in the year $546.

I think that our committees in Congress have established beyond all doubt that it cost more than that for one person to live and live right. While it is true many of these girls are single, yet many of them are widows, and some of them, I should say, are women who have tubercular husbands, as has been called to my attention, and these women are the breadwinners of the families. Can you imagine anybody winning bread on $546 a year, if she has more than one mouth to feed?

Mr. NOLAN. That is working steadily every day?

Mr. HARDY. Steadily every day. There is one lady here with me this afternoon, the mother of three children, a widow, and I believe she has her mother to take care of.

Mrs. GONZHORIN. My mother has to work at the Congressional Library, too.

Mr. HARDY. She has three children, and if she works every day in the year she could not make $546, because there are not 26 days in every month, but I have been liberal with my figures. If it is true—and I believe it is true beyond all doubt—that even a man who is making $800 a year finds it hard to keep a family on that amount, what does this woman, trying to keep a family on $546, have to contend with?

I want to say to the committee, with reference to the statement of the lady who spoke about the Government printer giving the comparison of wages, that every time a Government department head quotes figures on the outside he always quotes the lowest wage that he can get.

Mr. VAN DYKE. That is what I tried to bring out.

Mr. HARDY. And you were absolutely right, Mr. Van Dyke, when you stated it was the minimum wage; it is in every case. They always pick out that "beautiful" minimum wage. While it is true, as organization men, we do have a minimum wage—in my home city of Baltimore—we have a minimum wage, but I want to tell you there are not 13 men out of 400 working for that minimum. The minimum wage was adopted some years ago, and simply by mutual concessions between the employer and ourselves we have raised the amount of pay away above the minimum wage, and we have forgotten all about that minimum wage. It is there in the contract signed years ago, but each time we tacked on a dollar or two and said nothing about it. So, it is not a fair comparison. The Public Printer or any other official might say that the minimum scale in

Baltimore is below the scale paid at the Government Printing Office. Certainly. But we are not working for that minimum wage and would not work for it. So that these comparisons are always holding up some other city as a lower wage scale.

If anyone can convince me—and I do not believe that it can be done, gentlemen of the committee—I am satisfied you do not need to be convinced, but you want the matter placed before you so that you can place it before the other members who may not be as favorably disposed as this Committee on Labor are. If anyone will convince me that Uncle Sam needs an example to follow and needs to have a private employer as that example, then I will quit. I want to assure you, gentlemen, that one of the greatest troubles we have in the country today—and I am speaking now as the representative of organized labor and a man who deals with this question 52 weeks in the year—is the unfavorable comparison that the private employer uses when he takes Uncle Sam as an argument against giving us more money. They will tell you it time and time again, "The Government only pays so much." Can you not see how ridiculous a thing it is? Then private employer says, "The Government pays you $2," and when you go to the Government Uncle Sam says, "The private employer is only paying you $2." How in the name of common sense, if they play both ends against the middle on us, all the time, can we exist? That is what we are up against.

We do not feel, and I do not believe that you gentlemen feel, that $546 is a fair year's earning for a woman on work that requires skill, which requires close application to business, which requires more than average intelligence. A girl who goes into that Bureau of Engraving can not be a hoyden, she can not be frivolous, she can not be foolish. She has got to get right down to business or she does not last very long. She is in a department where the money is being made. Upon her intelligence, upon her close application to business depends, in a large measure, the earnings of the plate printer who works with her. If she is careless, if she slips work by, that plate printer, whose aim is to make a day's pay, is going to complain. I want to tell you gentlemen it is not so very long ago that Uncle Sam started paying these girls at all. They used to take it out of the printer's pay; the printer used to have to pay it, and in those days they got the large sum of $1.25 a day—worse yet. Now, the Director of the Bureau says he is satisfied these girls ought to get more than $1.75 a day, but he says, "What can I do? The appropriation is made to run the Bureau." He must run the Bureau within that appropriation; but, then, I want to tell you, on the other hand, what is done in just that very respect. The figures will not be correct, but the example is the same. $100,000 may be appropriated to run that bureau for this coming year, and yet the director will find at the close that he has $12,000 left over. He has been able to shave down, and perhaps the rush of business has not been as great as he expected. Do you know where those $12,000 go? Did you ever hear of any of the bureau chiefs turning money back into the Treasury from an appropriation? It has been our experience, and we have investigated and found it to be true, that it is generally tacked onto the salary of the man who is making a living wage already, and above a living wage. It is the head of divisions, the section chiefs, and division chiefs, and others in like

position that this surplus money goes to to create larger salaries for them. But the poorer paid, these $546 girls, do not get it, and do you not know they do not work every day in the year.

Sometimes business may be slack in the bureau, and there may not be the demand that there is at the present time for notes, and some of these girls are off, and some of the plate printers are off. You hear sometimes of them laying a hundred off, and when you hear of them laying a hundred off that means a hundred girls also, because there are a hundred girls with those plate printers. They do not make that time all the time. Another thing, the fact of the matter is that women can not work steadily. Their constitutions do not allow it. Nature has not permitted them to do those things; so that when you figure it I dare say that a conservative estimate of a girl's earning in the bureau, if she works constantly every day she is able to work and without being lazy, if she makes $500 a year she is doing about the average.

So that, while not depreciating the wages of those making more, I am only showing a worse comparison, and instead of coming down to people making $720, $800, and $960, I am getting down to people who are not making $600, but who are making $500. If this Government can not afford to pay a living wage to its people, then I say there would be much more trouble, but let us build asylums and let us keep our folks in asylums. The competition in everyday life to-day is getting to be more than the man with a low wage can stand, and I want to tell you, gentlemen, that I know something about it. I know what it cost to keep myself and wife and four children, and I know it takes every dollar that a man can rake and scrape, and I am not able to work in finer clothes than I should nor have more jewelry than I should, either. It takes every dollar of it.

The wages in the Government have been based for years and years on something that was put into effect 30 or 40 years ago, back in 1856. You gentlemen realize that. There has never been the proper readjustment of wages at all. We are going along under an archaic system, and you are aware of the fact that the cost of living has not stood still since the days at the close of the Civil War. It costs more now than it ever did before, and if I am not much mistaken it is going to cost us still more.

It is up to this Congress to give the people who are working for a living, the people who are earning these small salaries, some relief. If they were in private employment we would not have to come to Congress and ask you. We would go to the private employer, and we would get it one way or another. He would either give it to us peacefully or we would strike for it. That is plain language, but there is no getting around it. With the Government we can not do that. We realize that it is through legislation we must get these things; and we have to come to Congress and present our case, and ask Congress for the relief which we believe is justifiable and which we believe we should have.

On that basis, gentlemen, we present our claims.

Mr. NOLAN. Let me ask you: How many years ago is it since they changed the system down there of the Government paying the girls instead of the plate printers?

Mr. JONES. I will give you that in a minute.

July 1, 1913, shortly after the girls got an increase of $1.50 to $1.75, then the Director changed the system. The plate printer used to pay $1.25 of that $1.50. The system of paying the girls was then changed, so that the bureau paid them all and made a new rating of pay for plate printers.

Mr. NOLAN. Is $1.75 the lowest pay down there for the girls?

Mr. HARDY. No; we have girls there who work in the laundry who only get $1.60 a day.

Mr. NOLAN. How many of those are there?

Mr. HARDY. There are 12 of those.

Mr. NOLAN. How many are working at the $1.75 rate?

Mr. HARDY. Eight hundred or nine hundred—eight hundred would be a conservative estimate.

Mr. NOLAN. And about how many are working from that up to $2 a day?

Mr. HARDY. There are about 2,500 girls altogether in the bureau.

Mr. NOLAN. Are all the 800 or 900 working for $1.75 a day?

Mr. HARDY. Eight hundred at least working for $1.75 a day.

Mr. NOLAN. And what is the top-notch wage of the average empolyed down there above—I do not mean special employees or those that might have supervisory work.

Mr. HARDY. Among the men?

Mr. NOLAN. Among the women.

Mr. HARDY. Among the girls?

Mr. NOLAN. Yes.

Mr. HARDY. The top-notch runs $2.24 a day, and some of those are girls who have been promoted up into the clerical positions and into supervisory positions.

Mr. NOLAN. I wanted to get away from that. I mean those of the girls employed there, generally speaking, at different kinds of work, not of a supervisory nature or involving promotion to a clerical position, but just in the rooms performing the work.

Mr. HARDY. About the highest rate you will find there, Mr. Nolan, is $2; that is among some of the girls who count the money, count the sheets; they run as high as $2, but the majority of them run at $1.75.

Mr. NOLAN. Take those girls away from the presses—has the Government always paid them?

Mr. HARDY. Away from the presses? Yes, sir.

Mr. NOLAN. How long has it been since they have had an increase in wages?

Mr. HARDY. I could not answer that. Do you know how long it has been since they have had an increase—the counters and the girls who work away from the presses?

Mr. NOLAN. The other women of the Bureau of Engraving and Printing, outside of those who assist the plate printers?

Mr. JONES. I could not tell just when they have had an increase at all.

Mr. HARDY. It has been some time.

Mr. JONES. They have been on steady wages there as long as I can remember, 14 or 16 years ago.

Mr. HARDY. Mr. Jones has been in the bureau 14 years, and he can not remember an increase in wages.

Mr. VAN DYKE. What are the duties of the counters, counting new money or returned money?

Mr. HARDY. They count the sheets after coming through the presses; after coming through each press it is counted by so many different people.

Mr. VAN DYKE. That has nothing to do with the money turned back?

Mr. HARDY. Just the new money; every portion of it is counted by three or four people and checked right up behind the printers.

Miss MARY E. GREEN. I was employed in the bureau at one time, and the counters and the examiners, as they are called, get from $500 to $600 and up to $700.

Mr. VAN DYKE. Going back to the laundry girls again; they work 8 hours a day, do they?

Mr. HARDY. Yes, sir.

Mr. VAN DYKE. Are they civil-service employees?

Mr. HARDY. Back under Mr. Sullivan the women in the laundry were classed as classified civil-service employees, and-today they are not rated as classified people at all. There has been a shift somewhere, and we can not find who made that shift or how it came about.

Mr. VAN DYKE. Is it classified as unskilled labor?

Mr. HARDY. It is classified as unskilled labor, and yet I want to bring out this point, Mr. Van Dyke: That some of those very girls who are in the laundry are girls who have been transferred away from the presses and went in there, and who went in there as press girls originally, but when they were transferred to the laundry those girls, by reason of the transfer, lost that opportunity for incease when the other girls got an increase. They were sent down to do harder work, more laborious work, and yet when these girls went to $1.75 they tagged along at $1.60.

Mr. VAN DYKE. What opportunity has a girl placed in that position for appeal over what she would deem a grievance? For instance, in a case just like you have stated.

Mr. HARDY. To be very frank with you, she has a right to go to the director of the bureau and state what she wants, and it will end right there. She has not any chance unless she can come to Congress and get Congress to provide minimum wages, absolutely none.

Mr. VAN DYKE. As a matter of fact, the director of the bureau is probably the man who issued the order transferring her into the laundry?

Mr. HARDY. We know we can not get it and that there is no need to go to the director of the bureau. We have to come to you gentlemen. This is the only place under God's sun that we can come for any relief. Every time you go to a bureau chief in this Government, gentlemen, you have got to remember you are the bugaboos we are told about each time we open our mouths. We are told, "The chairman of the Committe on Appropriations of the House will be down on me like a thousand brick," and it is always the "chairman of the Appropriations Committee" or "the Congressmen" who are the orgies, and we have come to Congress to find out if it is really so. We have come to you now and told you our troubles. We know you are not going to tell us that the bureau chiefs will not let you raise our pay, but the bureau chief has been telling us for years that Congress will not stand for it.

Mr. VAN DYKE. Congress usually falls back on the taxpayers.

Mr. HARDY. Gentlemen, we are paying some of those taxes, and I am satisfied.

Mr. VAN DYKE. When we hear a speech in opposition that is what we hear.

STATEMENT OF MR. ROBERT S. JONES, BUREAU OF ENGRAVING AND PRINTING.

Mr. JONES. Mr. Chairman, I just want to state here that I am heartily in favor of indorsing the Nolan bill in all that it means, but I am here more particularly in behalf of the women operators in the Bureau of Engraving and Printing. I am a plate printer in the bureau, and I am in a position where I can see the laborious work which they have to do. They are on their feet continually all day long. They are at the command of the printer himself, irrespective of how well that girl may feel or how ill she may feel that day, the printer has so much work to do; he works by piecework. He is selfish to a great extent, and that girl is supposed to be there with a sheet every time he turns around with a plate. She has to examine that sheet. It depends upon her as to the quality of the work that the printer does. They work a full eight hours a day.

The director a month or so ago made a statement through the newspapers that the employees of the bureau only worked seven hours. We work eight hours a day.

They have to be at their place at 8 o'clock in the morning. All girls are there before 8 o'clock. They have got to get the paper from the wet division and count it. They are responsible for every sheet that they receive from the wetting division. They have to count that and have their printer working at 8 o'clock in the morning. They can not turn in their work until 20 minutes of 4; that is when the printer finishes his work. It is 10 minutes of 4 before they can leave the bureau. Consequently they have to put in eight full hours' work, and they are on their feet all day long. There is no chance for them to rest except a short 10 or 15 minutes which they get for lunch. They are supposed to have 30 minutes for lunch, but they do not get it—that is, the plate printers' assistants—and there are some 800 of them. They get 10 or 15 minutes for lunch, because they have more paper to draw for the printer, and the printer has a half hour for lunch. The girls have to be back, have the paper counted, and have that printer going in 30 minutes, consequently she only gets 15 or 20 minutes at the most for her lunch.

And for $1.75 a day I think they are the hardest-worked class of Government employees in the Government, and I thought myself in duty bound to come up here and speak in behalf of those women. When they get promoted, after about six or seven years at this work, then when they get it they have to be in the other division until they can do a certain amount of work before they get any increase, and they get an increased pay then to, say, $1.92 a day, and the maximum pay is $2.24 a day.

A lady from the bindery here has just stated that at one time she was employed in the Bureau of Engraving and Printing. I remember when she was there. Girls then did not get $600 or $700 a year. These promoted girls do not get that now. These girls get $2.24; they

are per diem girls now; they do not get $700 a year, which they used to get. So that naturally decreases their yearly pay, and, as Mr. Hardy has stated, quite a number of those women are widows with children, and you can imagine for yourself how they can get along in a city like Washington and clothe and feed their children and pay necessary doctor's bills on $1.75 a day.

I want to make that statement, being a printer who works right with them and who is in a position to see just exactly what they have to undergo.

Mr. VAN DYKE. I want to ask you one question: I do not get it quite clear in my mind—you say these girls are helpers to the printers?

Mr. JONES. Yes, sir.

Mr. VAN DYKE. And the plate printers are paid by piecework?

Mr. JONES. Piecework.

Mr. VAN DYKE. Consequently it is to the interest of the plate printer to rush that girl all the time she is there in order to advance his wages during the day?

Mr. JONES. Yes, sir.

Mr. VAN DYKE. And no matter how hard she works during the eight hours, she receives the same amount?

Mr. JONES. $1.75 per day. Some girls have to work a great deal harder than others, but at the most it is hard work. I have grown-up daughters myself whom I forbid working in the bureau and would rather have them go to an outside establishment to work at a dollar or two less, in preference to having them come into the bureau on account of the laborious work in there.

STATEMENT OF MRS. M. E. GONZHORIN, BUREAU OF ENGRAVING AND PRINTING.

Mrs. GONZHORIN. Mr. Chirman and gentlemen of the committee, I am employed at the Bureau of Engraving and Printing as a printer's assistant. I am a mother and widow, with three girls. My mother is charwoman at the Library of Congress and, of course, only gets $20 a month.

Speaking of the high cost of living, I find I can hardly live, or just exist, by working all day at the bureau. I come home and wash and iron for my children. We have to look nice; we have to have one suit a year, because a woman working with a crowd of girls likes to try to keep a reasonable appearance. I think that $1.75 is a poor wage scale for the working girls of the Bureau of Engraving and Printing. As I say, the highest paid woman of the Bureau of Engraving and Printing receives $2.24 a day.

STATEMENT OF MISS GERTRUDE G. McNALLY, BUREAU OF ENGRAVING AND PRINTING.

Miss MCNALLY. Mr. Chairman and gentlemen of the committee, I am one of the employees of the Bureau of Engraving and Printing at $2.24 a day, and I would just like to say that we have approached the director several times for an increase in our pay. Twice we approached him for 10 per cent increase. At different times of the year he would tell us to come back at another time of the year. So

we went twice for 10 per cent, and once we went and asked for 5 per cent, and every time we would go he would talk. He always has been very courteous, and has seen us at any time that we went there, but he has never given us any increase, and he always read us a letter from the Secretary of the Treasury or from some other official saying that he must cut down and economize and that he had not the money; that if he had it he would give it to us; that is what he always tells us.

So about a year ago we approached him for an increase of a specific class of girls who receive $2.24 and who work on the trimming machines. This is extremely hard labor. They have great difficulty in getting girls to do this work, and it is very seldom they have every machine with an operator. The director said he was in favor of giving these girls an increase; in fact, he had told us about three years before that, when he had so many girls give up the work, that he called us all down into his office and said he could not give it to us that year, but that the next year he was going to give it to us. So we asked for this increase of 5 per cent. We told him we would do 100 sheets more a day, which we could do, because, as the work is now, we do 5,900, and that 5,900 is divided into packages, and the packages do not all run alike, and we could just as easily do 6,000; and we offered to do that extra hundred if he would give us the 5 per cent increase. He told us if we would get all the girls to sign a petition to that effect that he thought he could do something for us. So we did that, and we went to him several times and he had always been too busy to take it up. We asked him if we could go back and give the others some concrete answer. He said, "Tell them I am pretty sure we can give it; that they can be very greatly encouraged"; and to come back a certain date. We went back and he refused us that increase point-blank, after having almost promised it; and I thought I would like to tell you gentlemen that part of it.

We find it pretty hard to get along. The most of us have somebody depending upon us besides ourselves. I have a younger sister, and most everybody working in the bureau has some one—I should say two-thirds of the employees of the bureau have some one dependent upon them—and we find it very hard to get along on the wage scale they have there.

Mr. NOLAN. Did you do the 6,000?

Miss MCNALLY. No; he did not require us to do the 6,000.

Mr. NOLAN. You ladies are representing largely what?

Miss MCNALLY. The women employees of the Bureau of Engraving and Printing.

Mr. NOLAN. I received a letter from a committee that were taking the matter up with Mr. Malburn and the director, stating they were in favor of this measure. Did you not sign that letter? It was from the numbering division.

Miss MCNALLY. That is a different division from ours. Those are the very last presses in the bureau, and ours are the next to the last.

Mr. NOLAN. What I wanted to get at was that the women folks in the Bureau of Engraving and Printing were unanimously in favor of the measure that would remove the conditions that you speak of here.

Miss MCNALLY. They are unanimously in favor of it; yes, sir.

I would like to state that I represent the girls' organization in the bureau, and that is composed of women employees of the Bureau of Engraving and Printing.

Mr. NOLAN. How many are there in your organization?

Miss MCNALLY. We have not more than four hundred and thirty odd. Of course, we have a great falling off and new ones coming in—the girls come and go.

Mr. VAN DYKE. Just a moment. You do not understand that the Director of the Bureau can raise or lower the wages at his own discretion?

Miss MCNALLY. Do I understand that he can?

Mr. VAN DYKE. You understand it that way?

Miss MCNALLY. If he has the money; that is what he said.

Mr. VAN DYKE. There are certain limitations placed upon the director, you understand?

Miss MCNALLY. Oh, yes.

STATEMENT OF MR. THOMAS R. EDWARDS, CUSTODIAN OF CUSTOMHOUSE AND BARGE OFFICE BUILDINGS OF NEW YORK CITY.

Mr. EDWARDS. Mr. Chairman and gentlemen, I represent the New York customhouse and barge office custodian's force, which consists of charwomen, laborers, elevator conductors, watchmen, elevator conductor laborers, oilers, and coal passers.

To begin with, gentlemen, I will speak of the laboring force, who are the most underrated force that we have in our Government buildings to-day in comparison with those of private concerns.

At this particular building where I supervise the work the laborers to-day receive a salary of $660 per annum, $55 per month, or at the ratio of $1.83 per day. To quote the differences in a private building and in our Government buildings, putting it upon the same basis, so far as the custodian's department is concerned, I will say that if the Government was running the rooms in the United States customhouse building in New York City as they would in a building in the same vicinity, bringing the rental space to a minimum figure of $500,000 per annum, against the quotation of figures and salaries, electricity, coal, ashes, window cleaning, cleaning of tools and machinery, and machinery oil, and so forth, the total cost and expenses, with the cost of employment for help from the assistant custodian down to the substitute charwomen, the total figures would be $102,660.39.

These are quotations I have not heard to-day from anybody, and I think that this committee should hear some of those things.

Up to one and a half years ago the laborers received a two-class salary. When I specify a "two-class salary" I mean to state one force receives $660 per annum and the other class $720 per annum. In the event of a vacancy through death, resignation, or otherwise, the employee or laborer who is the next oldest in the service is promoted to $720 per annum. Through economies and so forth, instructions were received from the Supervising Architect's Office that the flat rate salary would be $660 per annum for laborers.

Now, instead of the conditions improving in and about New York City and other large American cities, they are decreasing. The high cost of living, the cost of rents, and so forth, still continue to soar to the highest points.

These laborers handle an area of space, comparing the customhouse building to other buildings, we will cite, for instance, that the customhouse building covers a space of over 9,000,000 cubic feet, or 544,782 square feet of floor space, including sidewalks and entrances. They have all got to be kept clean; and permit me to further state that in a private building, if you engage a suite of rooms or one individual room, there is no guaranty of taking care of your furniture. They will give it a plain dusting and that is all. Such is not the case in Government buildings. In Government buildings we are held responsible for the sidewalks as well as the ceilings, and also the furniture therein. The floors have got to be kept spotlessly clean all the time; these laborers have got to clean these floors, scrub the marble, clean the halls, and the cuspidors and waste-paper baskets have got to be emptied.

Gentlemen, as the representative of the laboring force, I think some due consideration should be given to them. Before I conclude with the laborers, I might state that a laborer is accountable at the New York customhouse for about 6,000 square feet. Those duties are performed in eight hours. The average in a private building is 5,000 square feet.

The charwomen cover the same ground, with the exception that their duties are dusting only. The charwomen in New York City receive at this time on the ratio of $325 per annum. Among the 32 charwomen that are engaged in the customhouse building, I dare to say there are 65 per cent of them widows with families of perhaps two to four and five children to support. Some of them are supporting their husbands and children, due to the fact that their husbands are incapacitated and unable to perform any duties whatsoever.

There is no need of going on and stating the high cost of living in New York City. You gentlemen have heard that previously to-day, and I will eliminate that in order to save time, and you may use your own judgment afterwards.

I would say that the charwomen in and about New York City and other large American cities should not receive less than a salary of $480 per annum, and that is very reasonable. Our private buildings in and about New York City pay their charwomen on the ratio of $5.50 per week, but we must understand, gentlemen, that they are foreign labor. It is all foreign labor in our private buildings. We have got to stand for the American cause and live up to the American standard, in so far as our salaries are concerned.

We will now go to the watchmen. One of our previous speakers this morning related all the duties of the watchmen. The watchman must give careful attention to the building. During the day he acts as the guide and watchman. At night in all the departments of the building the care of the building is in the hands of the watchmen. Certain ones must take certain patrols during the night, ring up the specified corners, rooms, etc. They have got to try the plumbing throughout the various parts of the building, and make certain reports; see that the windows are properly closed and locked, and make a report on door locks that may be broken, etc.; for anything that may occur during the night the watchman is held strictly to account.

You will readily see, gentlement, that it is a responsible position.

Likewise with the elevator conductors. The danger to passengers is held in the hands of the elevator conductor. If he is careless in his duties, there is no telling what the outcome may be.

In behalf of the elevator conductors, I wish to state that in the buildings within the vicinity of the business section downtown, as far as I can find out, the pay is at the rate of $2.50 a day; elevator starters or head elevator conductors receive $2.75 or $3 a day. It appears to me that the United States Government should be the leader in the matter of salaries.

Mr. NOLAN. What are the elevator conductors getting in the Government service?

Mr. EDWARDS. $720 per annum, sir; or at the rate of $2 a day.

Mr. NOLAN. What do the watchmen get?

Mr. EDWARDS. The same salary; $720 per annum.

Mr. NOLAN. How many days do they work a month?

Mr. EDWARDS. Elevator conductors? They have only to work about 26 days out of a month, or 24 days.

Mr. NOLAN. How about the watchmen?

Mr. EDWARDS. They receive each two days off a month; that is all they receive.

Mr. DENISON. What was it you stated to the effect that the Government ought to do what—ought to take the "lead"? What do you mean by that?

Mr. EDWARDS. I mean to say, sir, that the Government should lead in so far as the matter of salaries are concerned.

Mr. DENISON. You mean pay more than private concerns?

Mr. EDWARDS. Why, I think they should pay a little bit more than some of the others, the same as they do in New York City. The same question was brought up in regard to the New York City employees some three or four years ago, and due to the high cost of living, etc., they raised all their laborers' salaries to $3 a day. There is not a laborer in the employ of the New York City Government receiving less than $3 a day.

Mr. DENISON. Is that an ordinance?

Mr. EDWARDS. Yes, sir; that is an ordinance. That was passed by the assembly, and as nearly as I can say in the year 1912 or 1913.

Mr. DENISON. What is your business?

Mr. EDWARDS. I am the janitor.

Mr. DENISON. Of what?

Mr. EDWARDS. Of the New York customhouse and barge office buildings; both buildings.

Mr. DENISON. How many charwomen are there employed?

Mr. EDWARDS. I have 32 charwomen, and I have 30 laborers, 14 elevator conductors.

Mr. DENISON. About the charwomen, first; what do the charwomen get per day?

Mr. EDWARDS. Ninety cents.

Mr. DENISON. They are paid by the month, are they?

Mr. EDWARDS. They are paid by the month, and get $27 a month; $325 per annum.

Mr. DENISON. They work six days a week?

Mr. EDWARDS. They average 30 days a month at five hours a day.

Mr. DENISON. Ninety cents a day?

Mr. EDWARDS. Ninety cents a day.

Mr. DENISON. Can you state to the committee what the charwomen get in the private buildings there for doing the same kind of work?

Mr. EDWARDS. For working the same number of hours, same kind of work, general scrubbing, etc., and they receive $5.50 a week; that is at the rate of about 13 cents an hour, and those in Government buildings receive at the rate of 18 cents an hour.

Mr. DENISON. Then the charwomen in the employ of the Government are now getting more pay than those in the employ of private concerns, are they?

Mr. EDWARDS. They are to an extent; yes, sir; but it must be considered, sir, that that is all foreign labor.

Mr. DENISON. What is?

Mr. EDWARDS. Those in the private buildings; that is not American labor.

Mr. DENISON. Do you think that we ought to make a distinction in the payment of labor between domestic and foreign?

Mr. EDWARDS. I do not think the American laborer should be classed with the foreign laborer by any means.

Mr. DENISON. Organized labor does not recognize that distinction, does it?

Mr. EDWARDS. Well, I do to this extent, that they are not citizens.

Mr. DENISON. How is that?

Mr. EDWARDS. That they are not citizens of the United States.

Mr. DENISON. Are not any of the foreigners citizens?

Mr. EDWARDS. A number of them are not.

Mr. DENISON. You say a number of them are not; a good many of them?

Mr. EDWARDS. A good many of them would not be.

Mr. DENISON. This is what I mean: Union labor does not recognize the distinction?

Mr. EDWARDS. Absolutely not. This is my own idea of the difference between the Customhouse Building and private buildings down town.

Mr. VAN DYKE. The Government does not do that, because a charwoman working for the Government has to be able to read and write.

Mr. EDWARDS. Yes, sir.

Mr. VAN DYKE. The private employer makes no distinction whatever. The woman may come from some other country and be employed. I think that is the point.

Mr. DENISON. What do the watchmen in the Government buildings get per day in New York?

Mr. EDWARDS. They get about $1.33 a day. They get $720 per annum.

Mr. DENISON. Do they work seven days a week?

Mr. EDWARDS. They work seven days a week.

Mr. DENISON. Do you know what they receive in private buildings in New York, on an average?

Mr. EDWARDS. In private buildings down town they receive $2.50 a day.

Mr. DENISON. In other words, the watchmen in Government buildings are not paid as high as men doing similar labor working for private employers; is that right?

Mr. EDWARDS. Not at all; no, sir.

Mr. DENISON. How is it with elevator operators? Do they receive as high pay in the Government buildings as the elevator operators in private buildings?

Mr. EDWARDS. No, sir; they do not. The elevator operators in private buildings receive $2.50 and $2.75 a day, while the head elevator operators get $2.75 and $3 a day.

Mr. DENISON. What are the operators paid by the Government?

Mr. EDWARDS. They are paid $720 per annum, and the head elevator conductors get $800 and $900.

Mr. MAHER. Where and when did you gather data in New York showing that women working in private buildings, doing the kind of work you referred to, received $5 a week.

Mr. EDWARDS. I got that data about four years ago.

Mr. MAHER. In what buildings do they work?

Mr. EDWARDS. That was in the Equitable Building, the New York Life Insurance Building, the Empire City Building, the Interstate Building, the New York City Investment Building, the United States Express Co. Building, and the Metropolitan Life Insurance Co. Building.

Mr. MAHER. How long do they work when they receive $5 a week?

Mr. EDWARDS. I gathered that data about four or five years ago. The supervising architect's office sent word to us asking if we could not get the data, so that they could get the information as to the difference between the salaries paid by the Government and the salaries paid in private buildings. I was delegated to go out and see if I could not procure that data. I took the first-class buildings, such as the Equitable Building and those others which I have just mentioned.

Mr. VAN DYKE. Somebody made a statement this morning that charwomen in a good many cases work six hours a day.

Mr. EDWARDS. There are many cases where they work eight and ten hours a day, but not in the customhouse building.

Mr. VAN DYKE. Government employees?

Mr. EDWARDS. Government employees, yes. Those that work over five hours a day get $480 per annum. I can refer to cases in the Department of Commerce and the Department of Labor where they have charwomen who work eight hours a day, but they get $480 per annum. In the Department of Agriculture they have charwomen who work seven hours a day and who receive $480 per annum. They have charwomen on Ellis Island who receive $480 per annum and some of them $600 per annum, so I am informed.

Mr. VAN DYKE. Those who are supposed to work five hours a day in many cases could not complete their work within five hours, and therefore have to work six hours a day, and at a rate of pay, I believe, of $325 per annum?

Mr. EDWARDS. That is only in cases of buildings where they are not properly systematized. In a properly systematized building the charwomen are assigned to a certain section or division. Then they can get through with their work in five hours a day, except during the

time when many of them are on their annual vacations each year. Then the work is doubled up.

Mr. DENISON. What is the schedule for the charwomen who work five hours a day? Do they work two hours in the morning and three hours in the evening? Is that right?

Mr. EDWARDS. Not in the Customs House Building, I think. They work there at night.

Mr. DENISON. What time at night do they go to work?

Mr. EDWARDS. They report at 4.30 in the afternoon and they are excused at 9.30 at night.

Mr. DENISON. Are they at work of any other kind during the rest of the day?

Mr. EDWARDS. No; they have the day to themselves.

Mr. DENISON. Do any of them work at other kinds of work?

Mr. EDWARDS. Yes. Among those women who work at nighttime there are a certain number of them who are detailed to the scrubbing of the floors and who do nothing else. In the scrubbing of the floors they can not use a mop. They have to get down on their hands and knees, and that is a long time for a woman to be scrubbing floors on her hands and knees.

Mr. VAN DYKE. You said something about a vacation. Do the charwomen get a vacation?

Mr. EDWARDS. They do.

Mr. VAN DYKE. That vacation does not cost the Government a cent, does it?

Mr. EDWARDS. It does not. The other charwomen have to perform their duties during the absence of the charwomen who are on vacations.

Mr. NOLAN. Does the city of New York employ any charwomen in the public buildings of the city?

Mr. EDWARDS. They do.

Mr. NOLAN. What do they get?

Mr. EDWARDS. I could not ascertain that. I did not find out about the charwomen in the city, but as near as I can get it, it is either $325 or $350; I am not sure just which.

Mr. NOLAN. Can you get us that information when you go back to New York and forward it to the committee?

Mr. EDWARDS. I can, and I will do that with pleasure.

Mr. NOLAN. Are there any other employees whom you represent?

Mr. EDWARDS. I represent the elevator conductors, the charwomen, the laborers, and the elevator-conductor laborers.

Mr. VAN DYKE. When the watchmen and the elevator conductors take their vacations do they double up?

Mr. EDWARDS. No; although in the watch force they double up. In the elevator conductors' force we have the elevator-conductor laborers and before an elevator conductor can be assigned to a permanent car he is originally appointed as elevator-conductor laborer, at the rate of $600 per annum, and during the period of time when the elevator conductors are on leave one of the elevator-conductor laborers is detailed to a car from the engine room.

Mr. VAN DYKE. He is taken from the skilled laborers' list?

Mr. EDWARDS. He is taken from the skilled laborers' list.

STATEMENT OF MR. GEORGE CUDDY, OF NEW YORK, N. Y., REPRESENTING THE OPENERS AND PACKERS, NEW YORK CUSTOMS-HOUSE.

Mr. MAHER. Whom do you represent?

Mr. CUDDY. I represent the packers and openers, whose salaries range from $840 to $900 and $1,000 a year. The duties of the openers and packers consist of the opening of cases and packages, the verifying of such, and the verification of the measures and the weights and the gauging of samples.

I will go back 25 years ago, when the imports were about 50 per cent less than what they are at the present time—I do not mean at the present day, when, on account of the war in Europe there is a falling off, but I mean in normal times, now. There was a body of men known as verifying clerks, as well as the openers and packers.

As the importations increased it was found necessary to put the verifying clerks on some other work, and the verification of the cases was put upon the openers and packers, and they are still doing that.

A little over two years ago in the Treasury Department it was suggested if we would go among the trade in New York and get a line as to how they paid men who were doing work similar to the work we do in the public stores that probably they might want that to use before a committee down here. I did that.

In the first place, it is entirely impossible to find any mercantile or commercial house in the world that does business in the way they do it in the public stores. There it is a continual rushing in and rushing the work through, and it was impossible for us to make any comparison between the work we did and similar work done on the outside.

The responsibility for everything that is contained in a case or a package is thrust upon the opener and the packer. In some cases there will be perhaps 10 or 15 different classes of goods in the package, such as perfumery, silks, cotton goods, jewelry, etc. Each examiner in the service has his own list of goods. One man will be on jewelry, one man will be on silks, and another man will classify some other articles. The duties of the packers and openers are to have all of that stuff ready for the examiners to examine and classify.

Mr. DENISON. Do you think the difference in the kind of stuff they handle ought to make any difference in the wages they receive?

Mr. CUDDY. I do not quite understand you.

Mr. DENNISON. Do you think the difference in the stuff they handle ought to make any difference in the amount of wages they receive?

Mr. CUDDY. No; it is a general thing all over the building. The cases run that way.

Mr. DENISON. I believe you were discussing the responsibilities of the men.

Mr. CUDDY. We are also compelled to weigh the goods. We have to classify the goods that come in as kilo goods. We weigh those goods and we measure goods, sometimes. All that responsibility is placed upon us.

Mr. MAHER. In what way would this bill affect your men?

Mr. CUDDY. It would affect all branches.

Mr. MAHER. What wages are they receiving now?

Mr. CUDDY. What they call the third grade receive $840, $900, and $1,000. It would affect every man in our service.

Mr. MAHER. Do you have to pass a civil-service examination for the position?

Mr. CUDDY. Yes, sir.

Mr. MAHER. Do you have to pass a mental and a physical examination?

Mr. CUDDY. Yes, sir.

Mr. DENISON. What grade?

Mr. CUDDY. The third grade. For promotion we are compelled to pass competitive first-grade examinations. The chances for promotion after you pass that are so slight that it is really discouraging.

Mr. VAN DYKE. Is it a competitive examination?

Mr. CUDDY. Yes, sir.

Mr. VAN DYKE. Are you supposed to compete with outsiders who are not in the service?

Mr. CUDDY. That is a promotion examination.

Mr. VAN DYKE. That is what they call a noncompetitive, first-grade examination?

Mr. CUDDY. There is also a first grade.

Mr. DENISON. How many men do you represent in those positions?

Mr. CUDDY. I represent 187 men. There are 93 men who are getting $1,000, 58 men who are getting $900, and 36 men who are getting $840.

Mr. VAN DYKE. In reference to promotions from $840 to $900 and $1,000, is that automatic, according to the number of years' of service?

Mr. CUDDY. No; it is not. The system, previous to August 1, 1914, provided that the openers and packers should receive $900. Then we had a regrading in which some of the men were reduced, others stayed at $900, and the fortunate ones went to $1,000. Since then there have been men raised from $840 to $900, and from $900 to $1,000.

Mr. VAN DYKE. What system is employed in promoting the men in the service?

Mr. CUDDY. Just at present it is done on the recommendation of the superior of the men.

Mr. VAN DYKE. Is any specified number supposed to be in each of the three classes?

Mr. CUDDY. No, sir; no specified number is supposed to be in each of the three classes.

Mr. VAN DYKE. The man who has charge of the work can have as many men as he desires in each class?

Mr. CUDDY. Exactly.

Mr. VAN DYKE. He takes care of them out of a lump-sum appropriation?

Mr. CUDDY. Out of a lump-sum appropriation; yes, sir

Mr. DENISON. You say there is no other work in New York which is similar to the kind of work those men do?

Mr. CUDDY. It is not done in the same manner. There is no commercial house which will have the same men, who are opening the cases, to verify the contents of the case, and check the contents of the case, which may be a foreign invoice, and, then, have the case repacked and carried out, all in one day. They will have a shipping clerk, who will receive and open the case; then, they will have a stock man to verify the contents of that case; and, if the case is to

be repacked, there with be a packer—in some cases—who will repack the case.

Mr. DENISON. What do the shipping clerks ordinarily receive, on an average, in such a commercial house?

Mr. CUDDY. They average, you might say, from $15 to $18 a week.

Mr. DENISON. That would be from $60 to $70 a month?

Mr. CUDDY. About that.

Mr. DENISON. How does that compare with the wages received by your men?

Mr. CUDDY. Well, the shipping clerk would be below our men.

Mr. DENISON. The salary of the shipping clerk is below that of your men?

Mr. CUDDY. It is below; but the shipping clerk would not do the work of a packer and an opener.

Mr. DENISON. He would not do exactly the same work?

Mr. CUDDY. He would do only a part of it. The shipping clerk in the ordinary commercial house never checks the contents of the case.

Mr. DENISON. That is the difference in the particular kind of work, but there is no particular difference in the physical or mental exertion, is there?

Mr. CUDDY. Sometimes there is. Sometimes foreign invoices are not all straight. They do not all make one kind of figures.

Mr. VAN DYKE. Are you supposed to know anything about the tariff schedules when you open the cases?

Mr. CUDDY. No; we are not supposed to have anything to do with that.

Mr. VAN DYKE. Do you take the different piles and get a rate for the man and go over them?

Mr. CUDDY. I am not supposed to know the tariff schedules, but I am absolutly responsible for what is in the case after it leaves the public stores.

Mr. VAN DYKE. You maintain that your responsibility is greater than the responsibility of the shipping clerk?

Mr. CUDDY. Our responsibility is far greater than that of the shipping clerk.

Mr. VAN DYKE. What is the chance for promotion for the average shipping clerk as compared with the chances of your men?

Mr. CUDDY. The man who is in one of these commercial houses will have his promotion come from year to year. His salary will increase from year to year. That is the failing in our case.

Mr. VAN DYKE. That is a point it would be well to emphasize.

Mr. CUDDY. That is the way it works in the ordinary commercial house. They do make a rule that after the men in the ordinary commercial houses prove efficient they will increase their wages, and also give the men a chance to advance as they become familiar with their duties.

Mr. VAN DYKE. And when you have reached the $1,000 grade you hit a stone wall?

Mr. CUDDY. We have reached stone wall when we get to a thousand dollars. But at the present time we have men acting as sugar samplers and merchandise samplers and men also acting as clerks. They act as sugar samples for six and seven months a year, but we

can not take such a permanent position without a first-grade examination, although we are good enough to fill the place as a substitute. It is only recently that the sugar-samplers' examination has been in the first grade.

Mr. VAN DYKE. What does that pay?

Mr. CUDDY. That pays $1,350 per annum.

Mr. VAN DYKE. You say $1,000 a year is your limit at the present time?

Mr. CUDDY. Yes.

Mr. VAN DYKE. And the salaries run from $840 to $1,000?

Mr. CUDDY. Yes, sir.

Mr. VAN DYKE. How long has it been since that class of employees have received any increase in wages?

Mr. CUDDY. The 1st of August, 1914.

Mr. VAN DYKE. That was when the regrading took place; but there was no increase in the salary. They were regraded at the same amounts of salary?

Mr. CUDDY. Yes.

Mr. VAN DYKE. Prior to that time when did you receive an increase in wages?

Mr. CUDDY. I think it was in 1909. There was a general increase for the openers and packers from $840 to $900.

Mr. VAN DYKE. An increase of $60 a year?

Mr. CUDDY. $60 a year; yes, sir.

Mr. VAN DYKE. And prior to that time when was there an increase made?

Mr. CUDDY. I do not know. Prior to that in the days of the verifying clerks and the openers and packers, the openers and packers received $3 a day, and the verifying clerks received $1,200 a year.

Mr. NOLAN. In other words, in the rearrangement of the service you took on the duties of the $1,200 man?

Mr. CUDDY. Along with the duties of an opener and a packer; yes, sir.

Mr. NOLAN. Do they keep you busy during your working hours?

Mr. CUDDY. We are busy all the time.

Mr. NOLAN. What is the general practice in connection with your work? Is it the general practice to get out those cases which are to be inspected within the least possible time, without delay?

Mr. CUDDY. Exactly.

Mr. NOLAN. Is there any pressure?

Mr. CUDDY. There is pressure. It is just a case of working on a percentage system. Each division works on a percentage basis, as to how many cases they pass in a day or a week or a month, and at the end of each week they are given a percentage, and in a line is marked the finish, 1, 2, 3, 4, and so on, and at the end of the month, also, their percentage is rated.

Mr. NOLAN. Does that enter into the question of promotion?

Mr. CUDDY. No. That is just a matter of efficiency. Speaking of the responsibility, we have had cases which have been sent out of the public stores to a warehouse, which, perhaps, a month later have been recalled for reappraisement. When a case of that kind comes back, it may come back with half the contents taken out of it. If that case had not been returned to the public stores for reappraisement and

had gone to the owner's stores, naturally the man who owned the case would make a complaint to the appraisers' stores, and the opener and packer would have to answer as to the condition of it and the case before it left the public stores.

Mr. DENISON. What wages do you think these men ought to receive?

Mr. CUDDY. I really do not know.

Mr. DENISON. If you do not know, how can we tell what your idea is in regard to it? Have you no judgment on that?

Mr. CUDDY. I should say $1,200 would be the lowest scale to begin on.

Mr. DENISON. All of them to have the same?

Mr. CUDDY. All of them to have the same.

Mr. NOLAN. Are the duties of all the men the same?

Mr. CUDDY. The duties are practically the same all over the building.

Mr. NOLAN. The duties of the $840 and the $900 and the $1,000 men are the same?

Mr. CUDDY. Exactly the same.

Mr. VAN DYKE. Do they develop more speed after they have been there a while?

Mr. CUDDY. They do; yes, sir; and as the man becomes accustomed to the work, he goes along in a better way.

Mr. VAN DYKE. Suppose you had an entrance salary of $1,000 a year, and the salary went from $1,000 a year to $1,100, and from $1,100 to $1,200, and thereafter there was automatic promotion, what would you say about that?

Mr. CUDDY. What we would like to get is the automatic promotion also, because there is not any man more familiar with the duties above him than the opener and packer, and there is no class of goods coming into this country which the opener and packer does not see and naturally he becomes familiar with them.

Mr. DENISON. Does the Government have any trouble getting men at the present scale of wages?

Mr. CUDDY. They are not appointing anybody, and so it is hard to answer that. I do not know when there has been an appointment. We have not had an appointment in two years, I think.

Mr. DENISON. You mean there is nobody dropping out of the service?

Mr. CUDDY. Oh, yes; they are dying off, regularly.

Mr. DENISON. Who fills the vacancies?

Mr. CUDDY. Nobody. We just fill in, all of us.

Mr. DENISON. Are there vacancies in the service now?

Mr. CUDDY. Yes.

Mr. DENISON. Do you know why they have not been filled?

Mr. CUDDY. No; I could not answer that.

Mr. DENISON. How many vacancies are there, do you think?

Mr. CUDDY. Now, I do not just know that. When I entered the service the appropriation was for 250 men. There are 187 there now; so that is 63 less than there were when I entered the service.

Mr. NOLAN. Is that due to the fact that in the last couple of years the imports have fallen off on account of the European War?

Mr. CUDDY. Previous to the European War the force of openers and packers was gradually reduced, and, of course, owing to the European

war the importations have fallen off, so far as Germany and Austria are concerned.

Mr. VAN DYKE. Probably they have been taking in the slack, as they have been doing in other branches of the service.

Mr. CUDDY. That may be true.

STATEMENT OF MR. P. G. STEARNS, OF NEW YORK, N. Y., REPRESENTING THE CUSTOMS GUARD, PORT OF NEW YORK.

Mr. STEARNS. Mr. Chairman, I represent the customs guard of the port of New York.

I have a few remarks to make in regard to the conditions that have existed in our division since it was put into its present condition. The men were brought into this division with the understanding that within six months after they entered the salary would be increased from $840 to $900.

Mr. DENISON. Will you tell us what you mean by an understanding?

Mr. STEARNS. The salary, before the reconstruction of this division was set by Congress, I think, about 1,850 at $3 per day. The last appropriation for the original night department was for 201 night inspectors. In 1909 they put the guards in place of the night inspectors, working in three platoons instead of two, and increasing the force to about 350 men. The necessary funds could not be had at the time, and with the increase of the force they found that they did not have enough money with the appropriation that they had, and at that time there was an appropriation made to make the inspectors' salary $6 a day, They made the salaries of a few inspectors $6 a day and they took the remaining money and used it for this increased force. We came in at that time, and there was not enough money to cover the 350 men at the salary of $1,095 a year. We were told that in six months we would be increased to $900, not to $1,095. But 50 per cent of the men are still at $840, after six and seven years' service.

We have to wear uniforms, and a majority of the men in this division can not pay for uniforms in cash.

Any pay day down in the barge office—there are a number o collectors down there, and a good many of the men do not have the money to pay them even then, and they have to dodge the collectors.

There are also about from 40 to 60 per cent of these men in what we call the Morris plan of New York. Through some unfortunate means or another these men get into debt. They have no security to give on which to borrow money, and the money is advanced to them on this Morris plan on the signatures of two or three men of good character. If these men borrow $50 on the Morris plan, they get $47 and are charged for $50. If they borrow $100 they get $94, the interest being 6 per cent.

Mr. DENISON. For how long do they borrow that money at that rate?

Mr. STEARNS. For one year. But each week, if they borrow $50, they are supposed to pay $2, and if they borrow $100 they pay in $4 a week. With the reduction of the original amount, that brings the interest rate up to about 11 per cent. We find, as I said, that there are from 40 to 60 per cent of the men who are under obligations of that kind, along with their expenses for clothing, resulting from their inability to get along on the salaries that they get.

Mr. MAHER. Is it true that there is a merchant who goes down there and sells clothes to these men on the installment plan?

Mr. STEARNS. There are a half dozen of them.

Mr. MAHER. And that merchant conducts a regular business with the employees?

Mr. STEARNS. Yes, sir. There are three or four concerns to which the men can go and get the uniforms on the installment plan.

Mr. MAHER. I was not referring especially to the uniforms, but to other clothes.

Mr. STEARNS. Oh, yes; they do the same either with the uniforms or with the civilian clothes. If a man is in the service, he can get his clothes from those merchants in that way.

The pay of a man who receives $840 a year is about $2.30 a day. His traveling expenses and his dinners—I do not think anybody wants to eat 10-cent dinners, and if a man eats a 20-cent dinner that takes, with the traveling expenses, 50 cents away from his pay of $2.30, leaving only $1.80 for his remaining expenses. Of course, the men who receive $900 and $1,095 will have more left in proportion.

Mr. NOLAN. What can you get for 20 cents in the way of a lunch? What can you get in the way of a lunch for that amount? Is there any such place?

Mr. STEARNS. There are places where you can get a regular dinner for 20 cents.

Mr. NOLAN. What kind of a lunch is it. What kind of food does a man get for that price?

Mr. STEARNS. I do not know. I would rather go hungry, myself, than eat that.

Mr. NOLAN. That is only in the cheapest kind of establishments, is it not?

Mr. STEARNS. Our work carries us into the poorest places in New York, along the river front. In many of the places to which we go you can not get anything to eat unless you take it with you. There are many places where we go where you would walk a mile and a half or two miles without finding a place to get something to eat.

Mr. NOLAN. I would like to have you, if you could do so, explain, for the benefit of this record, whether there is any such thing as a lunch to be obtained in any decent kind of a restaurant for 20 cents for a man who has got to work eight hours a day.

Mr. STEARNS. For 20 cents? No, sir; it can not be done.

Mr. NOLAN. You said something about getting a 20-cent lunch, and I did not want the record to be confused so that it might be understood that could be obtained.

Mr. STEARNS. I do not know any further than that you can get at some places what they call a regular dinner for 20 cents, and at some other places it is 25 cents. It is perhaps a plate of stew, some bread and butter, and a cup of coffee; something like that. It is not a very hearty meal, but sometimes you are compelled to take that when you can not get anything else.

Mr. DENISON. Are there any similar employees in private concerns in New York? What I mean is are there any other employees doing similar work for private employers in New York City?

Mr. STEARNS. Similar work?

Mr. DENISON. Yes.

Mr. STEARNS. No, sir; the nearest——

Mr. MAHER (interposing). The customs house guards take the place of what we used to call watchmen, do they not?

Mr. STEARNS. Yes, sir; but there is a good deal of difference between them. A watchman's duty is to protect the goods that are consigned to the customers of a steamship line, but the cutsoms guard's duty is to protect the revenue and to see that all the duties assessed on the importations are collected before the stuff leaves the dock, and to see that the crews of the ships do not carry the stuff away.

Mr. NOLAN. To prevent smuggling?

Mr. STEARNS. Yes, sir; even though the seizures may run very heavy, the preventive is there. It is just like a police force. The police force is not a paying proposition, but it is preventive. The customs guards are to a certain extent similar to that.

Mr. NOLAN. Is it not a fact that the term "customs guards" was inaugurated for the purpose of securing a cheaper class of inspector? The inspectors formerly did that work in the customs service in times gone by, and then they used the term "customs guard" to take the place of the inspector. Is that a fact?

Mr. STEARNS. No, sir. We took the places of the night inspectors. We work three platoons instead of two. During the time of the night department a day inspector was in charge of the dock and the ship during the day, and a night inspector relieved him at the end of his tour of duty, and another night inspector relieved that second man in the middle of the night, and another inspector relieved the second night inspector in the morning. Since they have put in this system, wherever there are ships' cargoes to be handled, they have three of us at the gate doing three tours of duty. They call them eight hours, but we really have nine, because of the time consumed in travel.

Mr. NOLAN. Did the old night inspectors' force get more than you are getting?

Mr. STEARNS. They got $3 a day. Every man got $3 a day. There was nothing above that and nothing below it.

Mr. DENISON. What wages do the watchmen draw there?

Mr. STEARNS. You mean for the steamship companies?

Mr. DENISON. Yes; and in other concerns.

Mr. STEARNS. They vary.

Mr. DENISON. What is the average?

Mr. STEARNS. There is one concern that pays about $4 or $5 a night for a man. That is a uniformed force, and they pay their men about that much. Then, there are other concerns that pay less. The watchmen on the Bremen and Hamburg Lines, in Hoboken, some of them, get $1,000 a year.

Mr. DENISON. What I want to get at is, are the men who do this work for the Government working for less wages than other men who are doing work of the same general nature for private employers, or are they getting more wages?

Mr. STEARNS. It works both ways. There are men working for some steamship companies who get less, and other working for other concerns who get more.

Since I have been here to-day I have heard a good many questions raised in regard to the civil service. Whether it is to be connected

with this matter or not, I do not know. But there is one thing that affects us. There are a number of men in this division who have passed the first-grade examination, and they can not get out of the division. Somebody steps in and blocks them. I have been on five first-grade lists, passed three first-grade examinations and could not get an appointment—could not get anything.

Mr. VAN DYKE. Why is that?

Mr. STEARNS. We had a man for deputy surveyor who would not stand for a man who knew anything.

Mr. VAN DYKE. You are under civil-service rules and regulations.

Mr. STEARNS. I know that, but what are you going to do? I protested to Washington on a rating in an inspector's examination which I knew I passed. The man who rated the papers in New York can not do an inspector's work on the dock. He is the man they selected to rate the papers.

At that time there were 14 men who were clerks and who were made inspectors without taking the regulation examination—that is, in regard to the rules and regulations. You had to pass a first-grade examination, and then you had to pass the regulations examination. There were 14 men who were clerks who were made inspectors without doing that, under Mr. Low, when he was collector, and the civil-service people decided they would have to take that, and 5 men out of the 14 failed. They did away with the regulations and inaugurated a board of examiners of three men, and they brought these five men before them and looked them over and passed them.

Mr. VAN DYKE. Are you under bond?

Mr. STEARNS. No, sir.

Mr. VAN DYKE. Are the employees who are under bond in this line of work bonded to the collector of the port or to the United States Government?

Mr. STEARNS. I do not know how they are bonded in the customs service, but I know in the Post Office Department they are bonded to the Government.

Mr. VAN DYKE. In the customs service, when you take the examination, is the examination given to you by the United States Civil Service Commission or the local secretary of the Civil Service Commission?

Mr. STEARNS. By the local secretary. We are in the second division.

Mr. VAN DYKE. He, then, is the agent of the United States Civil Service Commission?

Mr. STEARNS. Yes, sir.

Mr. VAN DYKE. Those papers are rated in the regular course?

Mr. STEARNS. Yes, sir.

Mr. VAN DYKE. Your names are placed on the eligible list?

Mr. STEARNS. Yes, sir.

Mr. VAN DYKE. And those who are in the service and who desire advancement are given the same privilege as other employees to take the noncompetitive examination, another examination for a higher grade?

Mr. STEARNS. The first grade is the highest grade.

Mr. VAN DYKE. They take the examination because they are anxious to be promoted?

Mr. STEARNS. Yes, sir.

Mr. VAN DYKE. If they pass the examination they are supposed to be rated just the same as an outsider who takes the examination and is at the head of the eligible list?

Mr. STEARNS. No, sir.

Mr. VAN DYKE. That rule is not followed?

Mr. STEARNS. A man in the service has to make 75 per cent to pass, while a man on the outside only has to make 70 per cent.

Mr. VAN DYKE. But if you make 75 per cent you are eligible to appointment, while a man on the outside may make 80 or 85 per cent, but if he does not head the eligible list or is not somewhere near the top, he may never get an appointment, but if a vacancy occurs, and if you get 70 per cent, they can place you immediately, no matter where you are on the list.

Mr. STEARNS. I have had some experiences in that line.

Mr. VAN DYKE. What do you deem to be the reason why you were not placed on the list, or why, if you were on the list, you were not given the position?

Mr. STEARNS. Because somebody did not want me to have it.

Mr. VAN DYKE. Where did they take the names from? How did they select the man for the position you expected to get?

Mr. STEARNS. They started from the bottom.

Mr. VAN DYKE. Of what list?

Mr. STEARNS. The first list I was on, in 1911; the first grade.

Mr. VAN DYKE. That was in the noncompetitive examination?

Mr. STEARNS. That was a competitive examination, a regular competitive examination—what we call the promotion examination.

Mr. VAN DYKE. What I call the noncompetitive examination is what you call the promotion examination.

Mr. STEARNS. That is for the men in the service only.

Mr. VAN DYKE. That is for the man in the service who makes a certain mark, and 75 per cent is the passing mark. If you pass, they select a man from that list at the will of the man in charge of the work?

Mr. STEARNS. Yes.

Mr. VAN DYKE. That is the same in any branch of the service. But where you are not in the service at the time you take the examination you take the competitive examination, and they pick from the three highest on the list, and that is what I wanted to bring out.

Mr. STEARNS. Yes. There is one thing more I would like to say. In our division we have 18 positions—3 that pay $1,500, 3 that pay $1,400, and 12 that pay $1,200 a year, and I have tried, as I say, for five or six years to get even $1,000, and I could not get it, although I took an examination.

Mr. VAN DYKE. And passed?

Mr. STEARNS. And passed. There are men there who never took an examination who are getting $1,200, $1,400, and $1,500.

Mr. DENISON. Who is responsible for that?

Mr. STEARNS. I do not know.

Mr. VAN DYKE. Possibly there is "something rotten in Denmark" if they are doing business along that line.

Mr. STEARNS. It looks bad. I have used every means possible to try to straighten it out in my own case. I do not want anything

that belongs to anybody else, but I would like to get what is coming to me.

STATEMENT OF MR. WILLIAM E. PINKSTON, REPRESENTING MACHINE HELPERS, COUNTERS, AND SKILLED LABORERS IN THE GOVERNMENT PRINTING OFFICE.

Mr. PINKSTON. Mr. Chairman, after spending six of the best years of my life in the military service of the United States and losing thereby the only opportunity I have ever had to learn a trade whereby I might command a living wage I was employed in the Government Printing Office at 25 cents per hour. I have since been promoted to 35 cents per hour, but owing to the increased cost of living I find it inadequate to meet the bare necessities of life for myself and family. It is absolutely impossible for me to make proper provision for the misfortunes that have frequently been my lot in the form of sickness and death in my family, and on two occasions suspension on account of lack of work in the department in which I am employed, though my conduct and efficiency in the service have never been questioned.

The following is a fair statement of my average monthly expenses in comparison with my present pay:

Rent	$17.00
Gas	2.00
Fuel	5.00
Groceries	24.00
Clothing (for myself and family)	9.00
Insurance	6.00
Sick relief	3.00
Doctor	5.00
Medicine	3.00
Total	74.00
Wages	72.80
Deficit	1.20

This leaves a deficit of $1.20 without any provision for dental work, hospital bills, lodge dues, furniture, books, newspapers, car fare, or pleasure of any description, and any amount expended in this line must necessarily be taken from what is needed for essentials of life that are already cut below what should be a minimum standard of living. My standard of living is identical with that of a very large number of Government employees and above that of hundreds of others.

As the Government employees are obtained by sifting the masses through competitive examinations and other requirements not exacted by private concerns, and by accepting only the efficient, I believe the minimum to be paid for such service should be a living wage, which is no less than the amount provided in this bill.

To retain this efficiency the pay of those already above this minimum should be increased on the same scale as the increase in their required duties and abilities, which would not be done by a schedule less than that provided in this bill.

I want to submit a few specific cases that have come to my personal knowledge, showing the absolute necessity for a minimum wage of not less than $3 per day.

Miss Davis, late employee of the Government Printing Office, contracted tuberculosis, and as she had been unable to save anything from her wage of $2 per day was maintained in a sanitarium by her friends and coworkers in the Printing Office for several months, or until her death last summer.

Mrs. Jackson has been an employee of the Government Printing Office for more than 20 years. Herself a soldier's widow, she has to support a widowed daughter, who is unable to work on account of her four small children. Mrs. Jackson has been in bed sick for several weeks, and on account of her inability to save anything from her wage of $2 per day has to depend largely upon contributions from her fellow workers, who can assist her only through a sacrifice, as most of their own wages are inadequate for anything except the bare necessities of life.

Mrs. Amelia Colklesser, who has been employed in the Government Printing Office for more than 30 years, contracted pneumonia several months ago, and as she had been unable to save anything from her meager wage of $2 per day, was compelled to rely upon collections taken up in her behalf among her coworkers in the Printing Office. Most of these contributors are themselves working for $2 per day and have families or parents dependent on them for support.

Mrs. Colklesser is more than 70 years of age and must soon become dependent upon her associates unless the Government to which she has devoted her life offers some measure of relief.

This is not an isolated case, but is typical of hundreds of cases in the Government service, where the pay barely provides the essentials of life and allows no provision for a rainy day.

Miss Gertrude A. Spencer, an employee of the Government Printing Office, received $2 per day while she was able to work, on which she had to support herself and an invalid and entirely helpless mother.

Last summer Miss Spencer had a cataract taken from her left eye and was under so much expense that the meager sum she had been able to save through many a sacrifice was entirely consumed. She is now in the Emergency Hospital recovering from an operation on her right eye. Her coworkers in the Printing Office took up a collection to enable her to have the operation performed. Many of these contributors are themselves working for $2 per day and are absolutely unable to make any provision for similar misfortunes that might any day befall them or their families.

STATEMENT OF MR. B. H. HARRIS, LABORER, POST OFFICE DEPARTMENT.

Mr. HARRIS. Mr. Chairman, in discussing the question of the proposed raise in salaries of the laborers in the executive departments, I am in position to present to you the following facts. I am a laborer, employed in the Post Office Department at a salary of $55 per month. I believe I speak for the laborers through the departments in general, when I state that under the present high cost of living we find it very hard to live in comfort at that salary. Naturally, it is the ambition of every American man to marry and have a home of his own, and you gentlemen know that to do this means

the support of children, which in these days is an expensive proposition. The standard of living has raised, and to uphold one's place in the world it is necessary to maintain at least a good appearance. This applies not only to the laborers, but to their families. Of course it is not necessary to inform you gentlemen what that means, but when the question of purchasing shoes, clothes, paying house rent, and grocery bills is concerned, it is apparent that a small salary of $55 a month will not meet the demand. In order to make this point clear to you, I ask you to take any payments made by you for living expenses which amounts to $55 in any one month and to consider how little it has brought you. Of course, we do not expect so much and we are not unreasonable enough to expect to live in luxury, but we believe it right that every American citizen should have the ambition to better his condition, and under the present salaries paid to laborers it is a very hard matter to exist at all.

I speak of a salary of $55 a month, but I am informed that laborers are paid as low as $40. The hours of employment are such as to make it impossible to obtain any extra work, it being necessary to give our whole time to the Government service if we would give efficiency. I therefore ask you gentlemen to favorably consider legislation looking to an increase in the salaries paid to this class of Government employees.

We, as laborers in the Post Office Department, come directly under the chief clerk of the Postmaster General.

(Thereupon, at 5 o'clock p. m., the subcommittee adjourned to meet to-morrow, Tuesday, March 21, 1916, at 10 o'clock a. m.)

SUBCOMMITTEE OF THE COMMITTEE ON LABOR,
HOUSE OF REPRESENTATIVES,
Washington, D. C., March 21, 1916.

The subcommittee met at 10.35 o'clock a. m., Hon. James P. Maher (chairman) presiding.

Mr. MAHER. Mr. Kelly, the committee will hear from you.

STATEMENT OF MR. THOMAS F. KELLY, OF BROOKLYN, N. Y., REPRESENTING THE HELPERS OF THE BROOKLYN NAVY YARD.

Mr. KELLY. My name is Thomas F. Kelly, and I represent the helpers of the Brooklyn Navy Yard.

Mr. MAHER. Will you state in your own way how this bill will affect them and the necessity for it?

Mr. KELLY. I was employed as a coppersmith's helper on the 15th of July, 1890, at the rate of $2.24 per diem. At that time the mechanics were receiving $3.28. Now, in the 26 years that I have been there we have received no consideration whatsoever in the way of an advancement of wages, with the exception of the first six months of 1895, when we were advanced 24 cents; but that advance was taken away from us in the following six months of that year, and has never been restored since that time. The mechanics, however, have

been advanced from $3.28 to $3.52, while we received no consideration whatsoever; and from $3.52 to $3.76——

Mr. NOLAN. The mechanics?

Mr. KELLY. The mechanics. And the same thing, I believe, applies to every branch of mechanism in the yard. When I first went there the wages were $3.28, and were advanced to $3.52, and then to $3.76, and from $3.76 they were advanced to $4; but the helpers received no consideration. And then here about four weeks ago they were advanced 16 cents a day, and even the apprentice boy was advanced 8 cents a day. But the helpers were discriminated against; they received no consideration whatever.

The helper has got to go wherever the mechanic goes. If the work is heavy, the helper shares the major part of it; if it is light, so also he has to share the circumstances, whatever surrounds the job. Yet he has received no consideration. Now, I claim it destroys the efficiency of the helper and the Government is a loser when it does not see that he receives any recognition whatever while the man he is helping to do the work is receiving consideration; and in my 26 years the mechanics in my own line have received a consideration of 88 cents a day, while the helper who helps to do the work has received nothing. Now, then, what encouragement is that to the helper? The helper says, "I can not get any more anyway," and he does not show any efficiency; but if he saw that he was being advanced in proportion to the man he was helping it would instill efficiency into him and he would say, "I am going to receive my pro rata whenever an advance is made," and that causes a man to be efficient, because he wants to hold his end of the work up. But as it stands to-day he does not care whether he holds his end of the work up or not, because he can do better on the outside now. A helper on the outside is making more, in fact—a whole lot of them—they are making three times the money in overtime. A man in the business in the port of New York, as helper, is drawing $13.44 a week; that is all he can make in the Brooklyn Navy Yard. He can not make any more because he does not receive any overtime and he can not make any more. If it is necessary to hurry the work along, they create two shifts and three shifts and pay the same amount night as day, so that a man can not make any overtime. Now, in the outside business there are helpers receiving around thirty and forty dollars a week.

Mr. NOLAN. What is the amount for an ordinary day's work, outside of the overtime?

Mr. KELLY. I understand they were advanced to $2.30, and they got double time from 5 o'clock to 12 o'clock and tribble time from 12 o'clock to 7 o'clock. Now, just compare that with the $13.44. And some helpers only get $12 a week in the yard—$2 a day. Now, if the helper was rated in proportion or received his due proportion of advancement along with the mechanic, why, you would have a better class of helpers in the yard, because a man, so long as he finds out he can get ahead, why, he makes up his mind to remain there. Some fellows when they are laid off never register, and, you might say, you are handling green men practically all the time; but if the helper knew he could advance he would make up his mind to remain

there, and the longer he remained there, of course, it goes without saying, the more efficient he would become.

Mr. MAHER. Up to the time of the introduction of this bill by Mr. Nolan, the proper channel through which to receive an increase was to apply to the Navy Department, was it not?

Mr. KELLY. To the Navy Department; yes.

Mr. MAHER. Have you made any applications to the Navy Department in the last 20 years? You say you have not had an increase in wages in 21 years.

Mr. KELLY. Twenty-one years.

Mr. MAHER. And even that was taken away from you?

Mr. KELLY. And that was taken away.

Mr. MAHER. In that 21 years have you—not you individually, but the helpers—made any efforts from time to time to the Navy Department, or appealed to the Navy Department, to get an increase?

Mr. KELLY. To the labor board, not to the Navy Department. There is a labor board constituted in the yard.

Mr. MAHER. They represent the Navy Department in the matter of adjusting the wage scale?

Mr. KELLY. Yes. And they asked for data and they gave them data, and of course, in regards to overtime, and they threw that out and never gave us any consideration. They never made a direct appeal to the Navy Department. All the appeals they have made in the past have been to the labor board in the yard.

Mr. VAN DYKE. How are your men appointed?

Mr. KELLY. Sir?

Mr. VAN DYKE. How are your men appointed; how do you get the position originally?

Mr. KELLY. Through the labor board.

Mr. VAN DYKE. Through the labor board—is there any examination held?

Mr. KELLY. There is now, but not when I came there. When I first went there there was not a labor board. The labor board was established on the 1st of July, 1891.

Mr. VAN DYKE. They hold an examination, do they?

Mr. KELLY. There was not any examination. You mean physical——

Mr. VAN DYKE. Now, at the present time?

Mr. KELLY. Physical examination?

Mr. VAN DYKE. They just hold a physical examination; is that all?

Mr. KELLY. Now they hold a physical examination, and you have to show, when you make your application, that you have been employed in the same capacity on the outside. That is, the blank that has to be filled——

Mr. VAN DYKE. With references?

Mr. KELLY. With references, and also with references as to your character—filled by three people in your neighborhood.

Mr. VAN DYKE. And you have to be able to fill out the blank and make your own application?

Mr. KELLY. It is necessary that you shall fill out your own application; and, besides that, you have to be a citizen of the United States. If you are foreign born you have to present your naturalization papers.

Mr. VAN DYKE. You do not get any advancement or promotion in your pay, do you, at all?

Mr. KELLY. There is no promotion in pay whatsoever. If he goes in as a helper, whatever his rate is as fixed by the labor board it remains at that. Now, it is not reasonable to suppose that a man with 25 or 26 years of experience in one shop should receive the same amount of money as a man that came in six months ago; yet the boss is powerless to advance him. If my boss could advance me he would certainly do it, because he considers I am well entitled to it, but he can not advance me.

Mr. MAHER. From your 26 years of experience, you are hopeless of ever getting an advance over $2.24?

Mr. KELLY. Over $2.24; there is no possibility of getting it; except, of course, through the Navy Department. The boss has not any authority or right. There is many a boss in the Brooklyn Navy Yard and I suppose in other yards and other branches of the Government that would be only too glad to advance the men under them; but they can not do it; there is no method of doing it. You see, there is no possible chance of advancement. On the outside, if a man shows any inclination or any adaptability in a particular branch of the trade, why, the boss will give him a chance; he will advance him and put him at that particular trade. If he becomes proficient in that particular work, he will advance him further along. In the navy yard there is no advancement, no encouragement. You go in as a helper and you die as a helper and the Government is the loser. Because, as I have already stated, it destroys the efficiency of the helper and laborer. He sees he can not get ahead and from the fact he sees he can not get ahead, why he does not take the proper interest in his work as he would if he knew he could go ahead.

Mr. VAN DYKE. What percentage of the men in the service drop out eventually?

Mr. KELLY. Of course, I could not state positively; but possibly within a reasonable number——

Mr. VAN DYKE. As a matter of fact, when they find they are up against it as far as receiving larger compensation, because of lack of promotion, a great number of them quit that, do they not, and start in some other line of business?

Mr. KELLY. A great number drop out. And then when it is necessary to decrease the force for a lack of funds, as sometimes happens, or at other times for a lack of work, they never go on the Navy Register. They just have their experience with it, and that is all.

Mr. MAHER. Now, Mr. Kelly, you have been there, as you say, a long time—26 years. Have you any family?

Mr. KELLY. I have a family of eight, but I have never raised them on the wages I received. My wife (it was a very lucky thing for her) was pretty fairly circumstanced and she had to draw from time to time when it was necessary to get extra funds. I had no trade; and the best I had was to work there. Of course, when I first went there at $2.24, for eight hours, then you could get rent for half the price and the cost of living was about 50 per cent of what it is to-day. But since then the high cost of living has come along and, of course, I was fairly well advanced in age and they wanted young people. I could do better for a short time possibly on the outside, but naturally

enough when they wanted to decrease, why, the old people would get fired first. They do not want anybody to-day over 30, these large corporations. And the cost of living was 50 per cent less at that time than it is to-day and you could get along on it fairly well at that time. But it is almost impossible to get along on it now.

Mr. NOLAN. Your case, I presume, is a representation of practically all the rest of the helpers in every department of the navy yard?

Mr. KELLY. Identically the same. I speak of my own because, of course, I am more familiar with it; but certainly the same thing applies to the other helpers in the yard. What applies to me applies to every helper within the confines of the yard, without any exception whatsoever.

Mr. NOLAN. The helper and mechanic of the coopersmith shop, the blacksmith shop, the boiler maker, the ship builder or molder, or any other, I suppose the more skill he acquires, the more knowledge——

Mr. KELLY. Undoubtedly.

Mr. NOLAN. And that is knowledge that is valuable to the Government and valuable to the man he helps?

Mr. KELLY. Yes, sir.

Mr. NOLAN. And the greater the experience of the helper, the more value he is to the plant that he is working in—the Government plant?

Mr. KELLY. Yes.

Mr. NOLAN. And more so than the green man who comes in, is that right?

Mr. KELLY. Sure.

Mr. NOLAN. And you tell us here that for 26 years the wages in the Brooklyn Navy Yard for the men who have stayed there and given this long service of 26 years, have remained absolutely stationary; that is, the wages of the helpers have stayed absolutely still?

Mr. KELLY. Sure.

Mr. NOLAN. Whereas the wages of the mechanics have gone up about 88 cents a day.

Mr. KELLY. Eighty-eight cents exactly. The helpers' wages have remained stationary with the exception of the first six months in 1895, from January to the 1st of July; and then they were deprived of that and it was never restored again. Why, certainly, if there is any mechanic within the sound of my voice, he would know very well that the older the helper is the less trouble he has with him and the more service he is to him, and correspondingly the more service he is to the Government. You know a man when he is helping a mechanic, when he starts a job there, if the helper is a trained helper, that mechanic does not need to tell him what to get. He simply knows what to get and he prepares for the job without the mechanic ever opening his mouth. With the green man you have to tell him to get this, to get that, and to get the other thing—you have to tell him what to get; he does not know what to prepare for the job; whereas the trained helper does.

Mr. NOLAN. Let me ask you a question regarding your own line of business. Suppose you had started some 26 years ago in some private establishment, in a coppersmith shop, what would your chances have been to have acquired a knowledge of the trade?

Mr. KELLY. My chance would be that I would be a full-fledged coppersmith to-day.

Mr. NOLAN. With a full-fledged coppersmith's wages?

Mr. KELLY. With a full-fledged coppersmith's wages; yes, sir; that is, I mean any man familiar with the trade. A man of ordinary intelligence, why he does not have to go in as a boy to learn the trade. When I went there I was quite a young man with sufficient intelligence to pick the trade up if I was given the opportunity. I know all the details of the trade and all that; I know the copper pipes if they give me the blue prints showing the copper pipes, shaft of a certain diameter and certain length; I know the piece of copper that it takes to make that pipe. And I can do the brazing of it—braze the seam of it and put the flanges on to it; and when the flanges are on I can subject it to the cold-water test by which all pipe on a man-of-war is tested. And I know that the cold-water pressure is a more severe pressure than steam pressure. A pipe will leak with a cold-water pressure, say, of 100 pounds or 200 pounds, when it won't leak with the same pressure of hot water. I say this to show I have knowledge enough to become a mechanic if I was given the opportunity; and there are hundreds of others like me; but the opportunity is never given. Hence, they have got many people there who would make rapid advances on the outside, but they can not make rapid advances on the inside through loss of opportunity—through no fault of the boss, of course.

Mr. VAN DYKE. Then your complaint is this, Mr. Kelly, taking into consideration the fact you have been in this trade for something over 20 years at the present time——

Mr. KELLY. Yes, sir.

Mr. VAN DYKE. On the outside you would have been able to advance to a higher wage; but here you have been waiting for 20 years for the Government to take care of your case, and because there was not sufficient pressure brought to bear on the Government they neglected you and all the other men who work in your line of trade. Is not that right?

Mr. KELLY. That is right.

Mr. VAN DYKE. And they would continue to neglect you and to forget all about you unless you did bring it to their attention?

Mr. KELLY. If the Government would give a chance to the helper employees that showed adaptability in that particular line in which they were helping, in that particular trade in which they were helping, and advance them after a certain length of time, advance them to fourth class—change them from "helper" to "fourth class mechanic," of course we would begin—you would start on the smaller work first, of course, and then when you got that down fine, then you would be put on a different grade of work, harder work, and advance yourself to third class, and so on. And you would increase the efficiency of the Government helper by 100 per cent. Just for a man to go in there and as soon as he found out that he could be advanced from helper to mechanic, why, man, he would work the bones almost clean in order to attain that goal. But there he goes in as a helper, no matter who he is helping, and he knows he can not go any higher; and therefore he becomes, in a great many cases, derelict to his duty and he thinks "If I am discharged, all right, I will never come back again." And there is the whole thing.

Mr. MAHER. Did I understand you to say you understand the blue prints?

Mr. KELLY. I do not say I can thoroughly understand a blue print; I think I can read a blue print.

Mr. MAHER. You can read a blue print?

Mr. KELLY. I can read a blue print in my line of business. Of course there are various views on the blue print. When they are going to make a big piece of machinery, it is composite; but I understand the different views of it in my own line. I think a can analyze a blue print in the coppersmith line business as good as a great many people who are rated as smiths; still that never did me any good.

Mr. NOLAN. If the helpers in the Brooklyn Navy Yard had received the same consideration and percentage of advance as the mechanics they were helping from time to time, during those 26 years, their wages to-day would be almost $3 a day, would they not?

Mr. KELLY. If we received our due proportion. When I first went in the yard the wages at that time were in the proportion that $2.24 bears to $3.28. That was the proportion then. Now, then every time the mechanics advanced 24 cents, I guess our share would be about 16 cents—16 cents and a fraction. We will cut the fraction off; if they will give us the 16 cents we will be well pleased. So that the three advancements prior to this last advance of 16 cents, would be 48 cents, plus $2.24 would be $2.72—previous to the last advance. Our share of the 16 cents would bring it up somewhere around $2.80. And you see, also, that a man to be an employee of the Government, no matter what capacity he is employed in, has got to be a citizen. An outside man need not; an outside boss can take a man off an immigrant steamer, and, if necessary, pay him his wages out of his profits. But the United States has go no competitors whatsoever. This man pays the wages to his employees out of his profits; he is competing against the world so to speak.

There has been no advancement made along this line; but take, for instance, the President of the United States has been advanced, and the Senators and Members of Congress have been advanced, and the Supreme Court of the United States; the letter carriers have received an advancement in the last 10 years—and all along the line, with the exception of the helpers. There is no employee in the Government to-day but what has received some consideration, outside of the mechanics' helpers, that I know of. And I think it is unjust. And, you see, the helper has got to be a citizen as well as the mechanic. Therefore one man is favored and the other citizen is discriminated against, which you might call dividing them into two classes. Now, I am not a lawyer; neither am I the son of a lawyer; but from what I understand about the law, class legislation is unconstitutional, isn't it? If you will pass a bill or a piece of legislation that applies to one party and discriminates against another, from what I have read about bills, I have seen it considered unconstitutional; or, at least, when it favors one class and discriminates against another it is unconstitutional. Well, advancement to the mechanic and not giving consideration to the helper, why, that is discrimination and making two classes—favoring one class and discriminating against another class. And it is dead wrong—and they are both citizens.

Mr. NOLAN. And the cost of living is the same?

Mr. KELLY. Yes; if you will go into a butcher shop and the helper to the coppersmith goes in, and he says, "Here is the coppersmith, gets $4.16, and I get only $2.24; why, whatever you charge him for his pound of steak, make mine proportionate." Do you suppose he would do it? Or, I go to my landlord, and, say, the rent he pays is $24 a month, and the coppersmith gets $4.16, and I want to take the same kind of apartments he does, but I want you to make my rent proportionate to my wages." He won't do that.

So that I think, gentlemen, it is not any more than just and fair what we are seeking. We are seeking an advancement in wages proportionate to what the men we are helping are receiving. They go before these committees and before the labor board and, of course, advance the argument of the high cost of living. The high cost of living applies equally as well to the helper as it does to the mechanic, and if it is given to them on that basis, surely, I think our advancements should be assured.

I thank you, gentlemen, for your courteous hearing, and I hope you will see to it that you will do what you can to advance the wages of the helpers in the various branches of the business in the United States Government.

STATEMENT OF MR. THOMAS F. FLAHERTY, SECRETARY-TREASURER OF THE NATIONAL FEDERATION OF POST OFFICE CLERKS, WASHINGTON, D. C.

Mr. FLAHERTY. You gentlemen are familiar, I know, with the provisions of this bill and what the bill seeks to accomplish, and I will not go into any detailed explanatory statement. I wish to call attention to the particular class of employees in the Postal Service whom, I think, are worthy of consideration at the hands of Congress and whom, I think, will be benefited by the passage of legislation of this nature—if not directly, at least indirectly. And I think more eloquent than any words of mine is a cartoon taken from the February issue of a publication called the Sub-Carrier, issued by the subcarriers of Chicago. In this cartoon (and I will pass it to you later, but let me point out briefly what the artist is attempting to show): In the first picture Uncle Sam is pictured as smiling and opulent, and it is headed "As the world sees him," or as he appears to one outside of the service. Standing near is a man representing the "common people," and he is saying, "Gee! I'd like to work for him." The second picture shows the way it looks to a man after he has had a job with Uncle Sam. It is entitled "The way he looks to the sub." In that picture Uncle Sam looks lean and scrawny and run down at the heels, and the substitute carrier is saying "Are you ever going to give me a real job?" and Uncle Sam, replying, "I can't afford it. I'm broke." The second cartoon in the November issue of the same paper shows the "subs" manning a gun. Winter is approaching, and with winter is starvation and hard times. The cartoon is entitled "The battle of winter." The "subs" are shown using their ammunition, which is the parcel post, clerking, and specials; and the inference, of course, is if the work runs out the battle is lost and starvation and hard times win.

In connection with that I want to read an editorial comment from this same paper of November, 1914, entitled "Gloomy outlook for

subcarriers—Winter near with little work in sight—Mailing division closed to subs."

That the four hundred and some odd subcarriers employed in Chicago have the hardest winter of their lives to struggle through is evident, judging from the way the work has been falling off during the past month.

With the mailing division closed to subcarriers and no more vacations to work at the stations, the average salary of the unfortunate sub has fallen to practically nothing. In fact, several subs report that they have not earned $5 in the past two weeks, although they have reported for work every morning and stayed around their stations the biggest part of the day.

At the main post office, where the subs are pooling their earnings, the average salary has dropped from two dollars and a half per day to just a few pennies over a dollar per day. This is due to the fact that only 18 vacations are being worked instead of the usual 40.

But after these 18 vacations have been worked off the pool share for each day will fall to about 90 cents.

That means their earnings will be 90 cents a day.

The shut-down in the mailing division is an awful blow to the subs, as this work has always been their means of existence during the long, hard winter.

About 140 subs were laid off in this department because of the unusually light mail for this time of the year. These men do not expect to be put back to work before December. This department usually keeps over 200 substitute carriers busy all winter long.

Now, without this work to fall back on, and with over 150 more substitute carriers in the service than there was last year, the future looks dark indeed for the Chicago subs.

From the stations in Chicago at that time there came (and I won't take the time of the committee to read it, but I want to insert it in the record) a statement of contributions to the subcarrier from the different Chicago postal stations—the main post office, the Twentieth Street station, and the Ravenswood station—and a complaint of the subs stating they did not see how they could exist on the amount of work they were getting.

MAIN POST OFFICE.

The month of November was the poorest month that the subs at the main office have ever had. The pool share was something like $25. Just think of it, brothers, $25 for a whole month's work, $6.25 to $7 per week. The average office boy gets as much and often more.

We have several married men here with families to support, and the majority of the unmarried subs here have to help keep things going at home, as none of them are millionaires' sons. But how this can be done on $25 per month without running head over heels in debt is more than we can understand. Unless something that looks like work turns up around here very soon, we will have to throw up the sponge and hunt ourselves a regular job.

TWENTIETH STREET STATION.

Scarcity of work is making this a gloomy winter, indeed, for the subs of Twentieth Street station. We are averaging about 60 cents per day. Unless something turns up soon here, some of the married men of this station will have to break up housekeeping. This is something we do not want to do, but if conditions do not change soon for the better we fear that there will be wholesale resignations, to seek outside employment. We want to stick to the ship as long as we can in the hope that the storm will blow over; but it is a mighty furious gale and she may go down any moment. We are doing our best to save her, but it looks as though the sharks (money loaners) will get those who can not swim or can not find a raft (outside employment) to float on.

RAVENSWOOD STATION.

Conditions have not changed here in the least since last month. The only thing we have to do at Ravenswood station is to report three times per day, watch the carriers leave, and then go back home.

Only one sub working in the station now.

We hope that the other stations are doing better, and that the month of December will be a good one for all of us.

These men before becoming substitutes were compelled to take the civil-service examination, were compelled to have three reputable citizens certify as to their good character—to at least so state in writing—and they were compelled and are compelled to buy uniforms, and to buy the regulation hat, and put up a bond. All that is required before entering the service and yet they do not secure steady employment after entering and must go through this long, precarious period of substitution.

Mr. VAN DYKE. Yesterday I believe the statement was made that there was a certain amount of misrepresentation made as to the position which a man really received after taking these examinations. You were at the hearings yesterday?

Mr. FLAHERTY. Yes. In that connection, Congressman Van Dyke, permit me to read a letter from a substitute in San Francisco, published in a paper out there—and, as I say, this I think is more eloquent than any extemporaneous remarks of mine—in which that point was brought out. It is headed "The pulse of the public" and is signed "From one of the stung ones."

EDITOR DAILY NEWS:

Having read your recent editorial concerning Congressman Nolan's bill relative to increasing the pay of Government employees, I would like to have you publish a short article on the method of appointment to the Post Office Department in this city, which would be beneficial to most of your readers and would tend to obviate undue hardship on men who are anxious to earn a living by being led into the belief that they are securing a position offering remunerative compensation for their services.

About a week ago the Post Office Department sent out notification to 50 or 100 men who had passed the civil service examination, appointing them as substitute clerk-carriers. On the back of this notification a short printed article explained that substitutes earned between $50 and $90 a month, which is quite untrue. As a matter of fact, they earn between 50c and $1 a day. Is this a living wage for a white man—a citizen of our great United States? It is not; it is a rotten system.

Substitutes handle the special delivery mail on which they receive 8 cents for each letter delivered. It is apparent that the number of special delivery letters received is not sufficient to distribute among all the substitutes and insure them a living wage.

To aggravate things still further, they are obliged to secure a medical certificate costing $2; bond, 50 cents; a regulation hat, $2.50, and at the end of three weeks a full regulation uniform, costing $16. In my opinion, they would be owing the Government money at the end of one month's work.

Something should be done to alleviate this deplorable condition. If you take any interest in the matter, send your reporter to the ferry post office station and have him interview some of the substitutes and get the facts in the case and then take a little initiative with our Senators and Congressmen.

There are about 200 men still on the eligible list and they will be stung if they are not informed in some way, which, in my opinion, should be through your paper.

FROM ONE OF THE STUNG ONES.

So you see from that the Post Office Department did state that the men would be able to earn from $50 to $90 a month, which in effect was not true.

Mr. VAN DYKE. Before you get away from that. As a matter of fact, the advertisements from the correspondence schools have a great deal to do with that, do they not?

Mr. FLAHERTY. A great deal, yes; they stimulate the young men and young women to enter the Government service, playing up the steady employment and rapid advancement, which is not the case, as anyone who has been in the Government will testify.

Here is another letter from a man telling about his particular struggle and showing what he had earned for the month of January. It shows, in all, 220 letters, at 8 cents each for 16 days, making $1.10 a day. He says:

* * * I might say here that I averaged a bit higher than the others. It seems an outrage that the Government's own citizens and employees should have to work for such a miserable pittance, and I am writing you, as a friend of the workingman, to do what you can toward bettering these conditions.

In that connection I also wish to read a letter that I received from an outside source, commenting upon this very condition that exists. This pertains to San Francisco, and it exists elsewhere:

You will notice by the inclosed copy of the synopsis of the minutes of our last meeting that the subs are having a pretty tough time to make a living. I did not dare to make it as strong as it could have been made. They are compelled to report at 7 a. m., and many times do not make 50 cents per day. They are also compelled to take case examinations on city distribution without being given a chance to do any distributing. Believe me, the "sweats" keep getting harder and harder. I wonder how those poor subs manage to learn them. They are told that they must make 99 per cent or be dismissed from the service. My God, Tom, is there no such thing as human kindness in the hearts of persons in a position to make the lives of the lowly a little more happy? How hard it is to get a little humane legislation passed. Think of a man subbing in the United States post office, with a wife about to become a mother, earning as low as 40 cents in a day, and on top of that being compelled to study difficult schemes. There is one such case here which has been brought to my attention. He came into the service after having been engaged in the Stockton lockout, which occurred about a year ago. Thought he was making a wise move, but has since learned differently. I do not know whether you have been told that 50 sub clerks were appointed about the 1st of January, making a total of 104. While claiming a mistake was made, which is poor consolation to the subs, many of whom gave up jobs to enter the post office, still the actions of the higher-ups look to me to be a scheme to get rid of what they term "dead timber." By giving a series of stiff examinations the "unfit" can be weeded out and the force of sub clerks reduced to a normal number, all of whom will be speed marvels.

The writer seems to think (and I agree with him) that there is a method in this plan of always having a large number of substitutes available in the large offices of the country. They seem to take the position that the regular employees, realizing there are a great many men anxious to step into their shoes in case they let up, in case they do not maintain the highest efficiency, will be spurred to extraordinary efforts.

Now, here is a branch of the service, Congressman Van Dyke, with which you are familiar, the Railway Mail Service, indicating that this trouble is not necessarily confined to the clerks and carriers of the city post offices. This is the average salary month by month of the California substitutes, on the basis of substitutes available for duty. It is for the year 1915, and the pay gets down to an average of less than $30 a month for the most part. For the month of May it was $14.97. That was the average salary received by the substitutes in the Railway Mail Service in California.

Mr. VAN DYKE. Let me make a statement there, that at the present time throughout the country the substitutes in the Railway Mail Service have been there from two to three and three and a half years.

Mr. FLAHERTY. I understand they have not been filling vacancies. In fact, there is a letter from the general superintendent which shows that there are 770 additional places to which no appointments have been made. Of those 770 places, 700 will be temporary places, which places are not to be filled by regular appointments. So apparently it is not the intention to recruit the service to its full quota.

Mr. VAN DYKE. Is this not a fact, that a great number of employees have to suffer for the mistakes of the supervising officials? For instance, in this same service you speak of, if the superintendent of one division has made a mistake in his appointment and appointed certain substitutes and finds later on he has to take in the slack in that division, he will send one of the regular clerks, after he has been appointed to another division where he is junior in time of service, but will take precedence there over substitutes who have been employed for two or three years in the other division?

Mr. FLAHERTY. Undoubtedly. I dare say there as many such mistakes as that. And, speaking of mistakes of supervising officials, I am glad you asked the question. I just read you the conditions in Chicago where the substitutes are up against the battle of winter in November, 1914. The following month, December 10, 1914, before the House Committee on Post Roads, Mr. Roper, First Assistant Postmaster General, recommended the rate of pay that applies to these men be reduced from 35 and 40 cents to 30 cents flat; in other words, reducing the earning power of the men who are averaging $30 a month by one-fourth or one-seventh. The colloquy that took place in that connection is probably of some interest to the committee, indicating, as it does, I think, the state of mind that exists among a great many of the higher officials. Mr. Reilly, of Connecticut, asked Mr. Roper:

Mr. REILLY. As I understand it, they get 40 cents per hour when working for regular employees who are absent without pay, and 35 cents per hour when working for regular employees absent with pay.

Mr. ROPER. Yes, sir.

Mr. REILLY. And the purpose is to abolish the compensation of 35 and 40 cents per hour and substitute a flat rate of compensation for both classes of 35 cents per hour?

Mr. ROPER. That is the proposition.

Mr. STAFFORD. Will you kindly explain the reason for that recommendation to reduce the compensation of substitutes from 35 and 40 cents per hour to 30 cents per hour?

Mr. ROPER. Only this, that we have a large number of applicants at all of the offices, and believe we can render just as efficient service on the basis of 30 cents per hour as on the basis of the higher rate, and can find as many persons who are willing and glad to accept the positions.

That is always the come back, of course, that there are many persons willing and glad to accept the positions. But this fact is true, that when they do accept the positions and find the conditions as they are, a great many of them—at least those who realize what they are going up against—get out of the service and the result is that there is a constant filtering in and filtering out in the lower grades and in the substitute grades of the Postal Service.

I heard Congressman Nolan ask yesterday a number of the witnesses if they had any specific information in regard to the high cost of living or in regard to the cost of maintaining a decent living condition in any particular locality. Here is a letter from Chicago, Ill., written by an oiler in the post office there, in which he enumerates

in detail just what becomes of his $900. I do not know whether the committee would care to have me read it or not; but, at any rate, he exceeds his income by $11.60; that is, his expenditures were $911.60. He says:

I've slipped up on a few items, I guess, because the doctor, the dentist, the grocer, and the butcher still have something coming. To-morrow's pay day and I'm flat broke. If facts are worth anything you can make it as strong as you wish that $900 will not permit a man to live decently and raise a family of four in a city like Chicago. Trusting that Congress will see fit to give some help to the poorer Government workers, I am.

Then he adds, in a postscript:

Will say the elevator men here only get $720 a year and some of the janitors $550. God help these boys.

He himself is getting $900. Then there is a letter from the secretary of the Chicago local which I want to read to the committee, because it is particularly timely:

CHICAGO, *March 18, 1916.*

Mr. THOMAS F. FLAHERTY,
Secretary-Treasurer National Federation of Post Office Clerks,
Washington, D. C.

MY DEAR FLAHERTY: I understand there is going to be a meeting of the Labor Committee Monday, March 20, to consider the Nolan $3-a-day minimum-wage bill. This bill, if it would be enacted by the Congress, would be a life-saver to the janitors, watchmen, laborers, and many other Government employees who are now receiving a wage too low to live on, much less support a family. The janitors in the Treasury Department receive $55 a month, the watchmen $60, the laborers from sixty to seventy dollars monthly. You will agree with me that it would be hard to find a flat in Chicago fit to live in for less than $18 a month; that with a gas bill of $3; coal and wood at least $5; carfare $2.50 to work; grocery and meat bill for two $8 per week, or $32 per month. These regular monthly bills total $60.50, or $5.50 more than a janitor receives, and I have not mentioned bills for clothing or any for pleasure.

I receive a salary of $100 per month and would like to tell you from my own experience how the money goes: Rent (4 rooms), $18; fuel, $8; gas, $3; groceries, $28; meat, $12; clothing for two, $9; carfare, two, $2.75; insurance and lodge dues, $6.50; leaving a balance of $22.75 for extra expenses and the savings account. You will notice this monthly expense account is the regular living expense, not mentioning doctor bills or anything for pleasure. How these men can support a family on fifty-five to sixty-five dollars a month when it costs me nearly $80 is a mystery to me. I sincerely hope the Labor Committee will decide to indorse and work for the passage of this bill.

Very truly, yours,

HALBERT SMITH.

I have also a letter from Philadelphia indicating that this condition is not local; that it obtains practically all over the country. At Philadelphia there are $100-a-month clerks or $1,200-a-year men, as we call them, for the most part getting much in advance of some of the men who testified here yesterday. He lists his expenses in this way: Rent, six-room house, 5 cents carfare, $264; food, family of four persons, $450; heat, 8 tons of coal, $60; gas, cooking and lighting, $50; clothes for family, $120; carfare, $48; sundries, household, $55; doctor, dentists, medicine, and toilet articles, $22.50; insurance, lodge, and association dues, $55; church and charities, $25; magazines, newspapers, and books, $12.50; pleasure, $20; sundries and luxuries, $18. Total expenses, $1,200.

A clerk from Cleveland, getting also $1,200, says in reply to an inquiry of mine that his money goes in this manner: Rent, $22; fuel, $3; light, $1; food, $42; insurance, $3; clothing, $14; carfare, $5;

medicine, $3; and miscellaneous, $7, making a total of $100 a month. He adds:

> You may think that $42 for a month's food is high for a post-office clerk, but when you figure this out it is only $1.40 a day, or a little over 10 cents a meal, and my two boys are husky youths, who insist on meat and potatoes and vegetables. Just so long as I keep my health and am not reduced in salary at the office I will keep afloat. Yet I often think that the old saying, "A working-man is but three days from starvation," holds good with me as well as many less fortunate.

I know that the argument has been made that this idea of a minimum wage of $3 is out of all proportion with what a great many other workers receive; but yet it will not admit of luxurious living, and, in fact, it barely admits of a living wage. Prof. Kern, of the University of Washington, professor of economics there, has prepared an estimate. He is considered a national authority on subjects of this kind. His estimate is for a husband and wife and three children of school age, which shows that it takes, for the absolute necessities, such as food, rent, fuel, light, clothing, carfare, insurance, doctors, medicine, furnishings, newspapers, recreation and amusements, and miscellaneous, $839.80. And he claims that $840 is the least possible wage that one could exist on with a wife and three children.

Mr. MAHER. Can you give the committee any idea as to the number of men in your association that would be affected by this bill?

Mr. FLAHERTY. I will say for the benefit of the committee that there would be 8,000 clerks and about 8,000 carriers and 3,000 railway mail clerks affected by the first section of this bill—a total of about 20,000 men who are now in what we call the eight hundred, nine hundred, and ten hundred dollar grades. You are aware that we have a classification law in the Postal Service, and in that respect we are better off than a great many other Government employees. A man enters at $800, goes to nine hundred, ten hundred, and eleven hundred, at least in the first-class post offices, dependent, of course, on efficient service. All promotions are based on efficiency; and one must attain efficiency and maintain it before he secures his appointment.

The principal complaint of the Postal Service is, as I pointed out at first, this precarious period which precedes regular appointment, known as the period of substitution. The second thing is this $1,200 maximum grade into which these men who are efficient eventually get. At the present time there are 18,600 clerks in that particular grade. They are, in my judgment, the flower of the Postal Service, and the men who are, for the most part, skilled distributors. I know Congressman Van Dyke is familiar with the term "distributors," but possibly Mr. Nolan and Mr. Maher are not. But this, at any rate [exhibiting book], is what is known as the "distribution scheme" in the post office, and this is what the clerks are expected to memorize after office hours, either before going to work or after quitting work. The majority of the clerks work nights therefore. It contains every office in the State of Illinois. It shows just what trains carry the mail and the time they depart. A man is expected to acquire all of this knowledge. To you, of course, it would seem like Greek, and it is of absolutely no value outside of the Postal Service. You only have one employer; the Government, of course, has a monopoly, and no

one could compete or bid for the service. The man can sell his knowledge only in one place and sell to one boss. A man with the knowledge of this distribution scheme would be helpless in the city of Washington's mailing office or elsewhere. And that is why I think the committee should give some consideration to the second section of the bill, as well as to the first, in order that we could take care of men who are in what we call a blind alley. They have reached the $1,200 grade; they are at the height of their efficiency and the Government and no one else is going to employ them.

These $1,200 men are distributors, many of them working at night, and many of them entered the service at a lower salary than the present wage scale.

They have fought their way to $1,200 grade against the keenest competition, standing the acid test of the strictest sort of discipline.

As distributors these men must of necessity spend much time outside office hours in memorizing distribution schemes; in fixing in their minds several thousand separate and distinct facts, the names and locations of post offices, the train arrivals and departures, the streets and firms and business institutions of a great city. The same concentration and thought given to a subject of universal application would fit the student for a much higher niche than is usually attained by a post-office distributor.

These men who, distributing mail in our post offices, make possible the rapid and accurate transmission of letters, papers, and packages between the people of the Nation, they are among the most useful and the most necessary workers in the land. There is no commercial enterprise, no development of modern life that could carry on its business and perform its functions were it not for the men in the post offices doing their work day after day, night after night, distributing mail that is later delivered to millions of homes and business houses. These distributors, unseen and unheard, often working amid the most unhealthful, insanitary conditions, keep the great bulk of the postal communications in constant motion.

The patrons of the Postal Service do not appreciate, I believe, the importance of the work of these mail distributors. Even the Congressman, when mailing his seeds or his franked speeches, does not know or realize that this mail is frequently handled and rehandled, the exact number of times depending upon the distance or the train connections, by weary-eyed clerks who, fifteen years after entering the service, are still working nights and studying distribution schemes by day.

It is sometimes stated that the wage of a post-office clerk is higher than that paid to employees doing similar work for private enterprises. There can be no comparison, however, between the work of a post-office clerk and clerks in private employment. Men who have only a post-office training, only a knowledge of mail distribution or the intricacies of the registry, money order or other postal functions, must sell their services to the Government. There is no other bidder for their knowledge, no rival concern willing to pay them an advanced salary. Unlike the artisan, the stenographer, the lawyer, the dentist, the post-office distributor can not wander far afield with his wares. He must work in a post office. In fact, he must work at the particular distribution section or case to which he is assigned. His knowledge is valueless elsewhere. There is no

"hope to spring eternal" in the breast of the post-office clerk. His whole life is circumscribed between the $800 entrance salary and the $1,200 maximum salary. Every year his eyes are turned toward this body with wistful longing. It is Congress alone that can give him renewed hope, encouragement, and cheer.

The recent policy of the department to combine in large offices the incoming and outgoing mails under one supervision—the two-division plan, it is called—has brought increased burdens to the distributors. The men are now compelled in many offices to master upon their own time two separate and distinct distribution schemes, the incoming and the outgoing mail schemes. They must put in twice as much time at home study.

Mr. VAN DYKE. That holds good with the Railway Mail Service, too?

Mr. FLAHERTY. That holds good with the Railway Mail Service.

Mr. VAN DYKE. How many States do you throw in a post office?

Mr. FLAHERTY. It would depend on what particular case you were assigned to ; it would depend on what particular office. There is no fixed rule, no general rule.

Mr. VAN DYKE. How often do you take examinations?

Mr. FLAHERTY. At least once a year, and in some offices oftener. A substitute entering the service is given one of these schemes and is expected to qualify before he is appointed as a regular.

Mr. VAN DYKE. He is not given any time at all to prepare in the post office?

Mr. FLAHERTY. Yes. Each postmaster or each office sets a particular time.

Mr. VAN DYKE. I mean they are not granted time by the Government to prepare themselves for those examinations?

Mr. FLAHERTY. Not by the Government, but by the supervisor. There is no fixed standard.

Mr. VAN DYKE. Within the 8-hour day?

Mr. FLAHERTY. Oh, no; you must study exclusive of the eight hours.

Mr. VAN DYKE. You have to study in your own time?

Mr. FLAHERTY. You have to study in your own time, absolutely.

Mr. VAN DYKE. Do you prepare your slips in your own time?

Mr. FLAHERTY. No; the slips are prepared usually by a clerk in the office detailed to that. In that respect we are different from the railway mail clerk. One clerk is detailed in the office to draw the slips of all the clerks who are detailed to the cases.

Mr. NOLAN. Can you give us a brief outline of what has taken place in the last year as far as collectors were concerned, men who had served many years in the Postal Service as carriers and then assigned as collectors and demoted?

Mr. FLAHERTY. Yes. A year ago in January, 1915, the department decided that the work of collecting the mail, which is done by the collectors, as we call them, did not require as high an order of efficiency as was required in the delivery of mail by the carriers, and they established $1,000 as a maximum salary grade to be paid the men engaged in the collection. That meant that a great many of those men who had previously demonstrated their ability in delivering letters and who had been given positions as collectors, and they were receiving $1,200, would go back to $1,000. It is true that they

were given an opportunity to qualify again as delivery carriers, but it is equally true that in their years of collection service they had to some extent, possibly, slowed up, and they were old men, and there was no chance to make good under the present speed-up system maintained in the service. The department takes the position it was voluntary, but I maintain it was not. They signed letters, for the most part, accepting the reduction, but it was done under duress. No man is voluntarily going to accept a $200 wage reduction.

Mr. NOLAN. In other words, those men had been in the service for a great many years, had entered at the lowest entrance salary, had worked up to $1,200, had rendered efficient service for a good many years, and were assigned to collection duty in the thought that they were getting that as a reward for faithful service in the department, and then an order was put into effect that automatically reduced their wages $200 a year, after all those years of service—is that it?

Mr. FLAHERTY. That is it, in effect.

Mr. NOLAN. In other words, that was the penalty for their long years of service to the Government?

Mr. FLAHERTY. If you want to put it that way; yes. I will state that President Gompers, of the American Federation of Labor, and Congressman Buchanan and myself called on Postmaster General Burleson and pointed out some of those facts to him, but he stated that the delivery of the mail required a higher order of intelligence; and I stated if that was the case it seemed to me the better plan would be to pay the man doing that work a higher wage, or more than $1,200, rather than to reduce the other men down to $1,000. But he could not see that view of it.

Mr. VAN DYKE. Might I ask you right there: We have among private employees a system of seniority—the railroaders, the trainmen, the firemen, the enginemen, and in numerous places where men are employed. Have you, in your service, any standard for seniority throughout the country? I do not mean in the individual post offices, but does the Post Office Department recognize seniority of the post-office clerks?

Mr. FLAHERTY. The Post Office Department in the classification law recognize in the salary promotion the question of seniority. That is, a man entering at $800, you understand, serves one year in that grade and then goes to $900 and serves another year, and seniority is an element in his promotion.

Mr. VAN DYKE. I mean as to assignments.

Mr. FLAHERTY. As to assignments, that is a matter of local jurisdiction. I will say, however, that for the most part some regard is paid to the fact of seniority. The older men receive—and I think, of course, they should—the day assignments. In a great many offices, however, they rotate in shifts; that is, work so many weeks day shift and so many weeks night shift; and in those offices seniority does not count, but the older men take their turns with the rest of the crew. For the most part, however, the older men endeavor to get in those positions that do not require night work and do not require such arduous work, and do not require so much scheme study. But there is no law and no fixed rule; as I stated, it is a matter of local jurisdiction.

Mr. NOLAN. Regarding your superannuated employees, is it your opinion that if the proper time system was put into effect a great

many of them would take advantage of it and retire and give the Postal Department the opportunity of putting in new men and promoting those on the substitute list to regular positions, as well as advancing them accordingly?

Mr. FLAHERTY. Oh, undoubtedly, Congressman. Of course, you have touched really upon the reason for the demotion of the collectors, in that it is primarily a question of superannuation, most of the older men in the service holding these positions which the department thought ought to be filled by younger men, and it was an effort to get rid of them, I believe, in that way. And in that connection the Government could institute, overnight, a retirement system and absolutely save money to the taxpayers of the country. This efficiency commission appointed by President Taft, which investigated the subject a few years ago, found there were about 7,000 superannuated civil-service employees; at least that many over 65 years of age. These could be retired on an annuity, and it would be an absolute saving to the Government, and would be an opportunity to take care of those men who have given their all to the service. I would not advocate that as a permanent proposition, but as a matter of expediency to rid the service of the aged employees.

I have no further general statement to make, if there are any questions.

Mr. VAN DYKE. You spoke a moment ago about speeding up in business. Do they use any such thing as a stop watch in your line of business?

Mr. FLAHERTY. The stop watch is used in some offices; yes. In that connection I will read a letter; I won't mention the office, because it might get somebody in wrong, but it is from a large office in the Middle West, addressed to a clerk in the mailing division. It says:

> It is noted that in the January tests you cased 47 pieces per minute unobserved and 61⅕ pieces observed. With the early return of this communication I would thank you to explain the difference of 14⅕ pieces per minute.

In other words, while the clerk was being observed, the man stood over him with a stop watch and he cased 61⅕ pieces of mail. The unobserved test means that the man was being watched unknown to himself, whether from the overhead inspectors' gallery or whether from the adjoining case I do not know. And in that connection, it might be of interest to the committee to know that in every office in the country, any office of any size, at any rate, there is all along the walls a hidden gallery. The inspectors can enter that gallery from the outside, and sometimes they wear black dominoes so they can not be observed from down below. And from these points of vantage they look down and watch the men at work. The reason given by them, of course, is that it is a preventive against rifling the mails; but as a matter of fact, from the report to Congress last year, you will see there were out of 38,000 clerks only 160 of them detected in rifling the mails. The report does not show how many were detected by this particular method, but the report does show there was only 1 man out of 350 that is liable to do that thing. And I do not believe it is in accord with the spirit of our American institutions, particularly our Government institutions, to have men spied upon; to have 349 innocent men spied upon in order to catch one man who might possibly be guilty. I should think that ordinary police methods ought

to prevail in detecting a man who would be weak enough to do a crime of that kind.

To return to the speeding-up question, Congressman, the clerk answered by saying that when he threw the 61⅛ letters per minute he was endeavoring, as requested, to see how many he could possibly case on a five-minute test. He was being tested with a watch, and, of course, he knew it and was going possibly a little beyond his normal speed. Then he says:

This is a pace that it would be absurd to think of maintaining for eight hours. I do not know the conditions under which the 47 pieces per minute were cased, but am of the opinion that that is a reasonable rate of speed.

He did not know when he was observed when he cased the 47 letters per minute.

I will say in this connection—and you know it, Mr. Van Dyke—that mail is not uniform. Some of it is typewritten—that is, the addresses—and some of them are almost illegible; and you can not maintain a fair speed or as high speed on letters poorly addressed as you can on those typewritten or on business letters of business men.

The reply to that clerk's answer was "with a little effort you can maintain or exceed standard at all times, and I expect your future tests to show this."

In other words, by the use of a stop watch they were expecting to maintain more than a normal speed; and in that connection, too, here is something that might be of interest to the chairman of the committee, because it pertains to the New York office. A letter here from a clerk in the money-order division of the New York office—and he mentioned and gives the names of three men, and he says that these men have gone insane through the speeding-up methods that are in vogue there. He gives their names—I do not believe that I had better give them for the record, but the committee can read them if they so desire. It tells when they entered the service and when they resigned; and he said one of them committed suicide and killed his daughter, due to nervousness. Another was a nervous wreck.

He says that the above men were not always nervous, but since the pushing tactics were used during the past four or five years the men have changed.

That is in the money-order department of the New York office, in which, as you are aware, they operate a great many of these machines. He says:

One sheet can not be paid properly in one hour, the time given by the superintendent. Some do it in less than one hour, but they do not check or examine the sheets, which is against the rules of the money-order department. Each machine is numbered, and a record is taken when the clerk sits down at the machine; also the number of the machine he is working on. This week he has ceased timing, but he is watching, and if anyone takes over an hour on a sheet he will surely get—

He leaves that blank.

Mr. VAN DYKE. Does the sanitary condition of the office have anything to do with that?

Mr. FLAHERTY. There is a great deal of complaint from post-office clerks who are assigned to work in basements or rooms that are poorly ventilated or illy lighted. The taking over of the parcel post by the Post Office Department brought about a congested condition in all

of the large offices. Basements were utilized which had theretofore been only used as storerooms, and the ventilation would be poor and the lighting equally bad, and it is a constant cause of complaint. Our post offices, unfortunately, are not erected with any due regard for the well-being of the employees. There is a decided tendency for the better in this respect in recent years; but formerly they were erected as Federal buildings, and a great deal of money was put into outside ornamentations, and a great deal of money was put in upstairs in the Federal judges' chambers. I know in San Francisco, for instance, they put in a $7,000 bronze door; and then the first order issued was that the employees had to go around by the back door. But of late there is some effort being made to see that proper lighting is given to the men. The work, you know, requires a good light. It is a constant strain on the eyesight, and to do it under artificial light is a great strain.

Mr. VAN DYKE. Just one more question. I have often wondered what effect it would have, the fact that the sacks that you are handling and dragging and dumping on the floor—every time a sack is dumped a cloud of dust arises.

Mr. FLAHERTY. That is an interesting subject also. We have from time immemorial attempted to have the department disinfect its sacks and to have them cleansed in some manner, and of late years the department has installed in the bag-repair shop a carpet beater which beats some of the dust out of the equipment; but it only does that to a relatively small amount of equipment that goes in there to be repaired. The bulk of the equipment does not go in, and it is in use throughout the country, accumulating filth and dust and germs of every kind all the time. These are dragged in the office and dumped on the table, creating the condition that you speak of, a condition which I think is inimical to the health and well-being of the men.

There has been a question frequently raised in our conventions whether or not tuberculosis should not be termed an occupational disease in the post office. Young men come in from the farms—husky young fellows—but after working in this atmosphere their health gives way. All of the associations and organizations maintain sick and death benefit funds and endeavor in that way to protect their members.

And, in a way, that condition also affects the health of the public, because all letters are thrown into these pouches or cases in the post offices, which are not kept as clean as they might be.

Mr. VAN DYKE. One more question I want to ask you, and that is going back again to the lowest grade in the post office. The Post Office Department, as I understand it, hires, besides the clerical force, a labor force; that is, unskilled labor and skilled labor. The unskilled labor receives what salary per annum?

Mr. FLAHERTY. The post-office laborer receives, one-half of them, or 900 of them, receive at the present time, $720. The other half, or 900 more, receive $840; and I will state in this connection that the House when it passed the Post Office appropriation bill raised all the laborers to the $840 grade.

Mr. VAN DYKE. They are in the skilled labor?

Mr. FLAHERTY. No; they are what are called laborers or watchmen or messengers. They come under that particular appropriation, and

in the office they are called laborers and used as laborers. There is a slight distinction between a skilled laborer and a laborer.

Mr. VAN DYKE. What I wanted to get at is this: We have in the Postal Department—that is, in large post offices, the unskilled laborer who is merely a janitor. Then we have the skilled laborer, who is a watchman, messenger, elevator operator, and so on. Now, a skilled laborer has the privilege, has he not, of taking a noncompetitive examination for a subclerical position or a clerical position?

Mr. FLAHERTY. No; the laborer has no such opportunity. If the laborer wishes to come in as a clerk and carrier he must qualify——

Mr. VAN DYKE (interposing). In the regular way?

Mr. FLAHERTY. In the same way as anyone on the outside qualifies.

Mr. VAN DYKE. An unskilled laborer does not have it, does he?

Mr. FLAHERTY. Yes, sir.

Mr. VAN DYKE. What is a subclerical position? Explain that.

Mr. FLAHERTY. A subclerical position—I am not quite sure I understand.

Mr. VAN DYKE. There is an examination which some of these men take; I differentiate to this extent between skilled and unskilled labor. Up to within the last month, I think, when the Post Office Department has issued an order forbidding it in the future—I am not sure of this, but I am only giving my recollection—but prior to this time these skilled laborers had an opportunity to take a noncompetitive examination for subclerical or clerical positions, I am not sure which. What I wanted to get at is, is there a line of promotion open to the skilled laborer up in the Post Office Department?

Mr. FLAHERTY. I suppose that you have differentiated between the employees of the Treasury Department and those of the Postal Department, working in the same building?

Mr. VAN DYKE. One is in the custodian service of the Treasury Department and the other is in the Postal Department?

Mr. FLAHERTY. Yes, sir.

Mr. VAN DYKE. Could you give us that information? Could you get that information and insert it in the record as to the chance of promotion of these skilled laborers to subclerical positions or clerical positions?

Mr. FLAHERTY. I will get that, but I will state offhand that there is no chance for a laborer unless he takes the open, competitive examination to become a carrier. There is no other avenue open. That is my opinion.

Mr. VAN DYKE. I know there have been five appointments made in my home office within the last few months.

STATEMENT OF MR. J. D. MACHEN, CLERK IN THE TREASURY DEPARTMENT.

The CHAIRMAN. Do you represent an association or organization?

Mr. MACHEN. No, sir. Last night at 12 o'clock, coming off work, I was asked by a number of my men over there, employees in the same office, to come here at this meeting. I heard of this meeting at 12 o'clock last night, so I am not officially delegated to come here. I was asked by a number, and so I have not any speech to make or any real information, and I can only state that I represent a class of men known as a watchmen, being employed myself in the Treasury Department, working for $720 per annum. We work seven days in

the week. We work every Sunday and every holiday—every day in the year—and if there is any question that you want to ask me, I could possibly give some little information in answer to direct questions. Otherwise, I will not take up any time.

Mr. NOLAN. How many men are employed in the Treasury Department as watchmen?

Mr. MACHEN. Sixty-eight, at least, I believe.

Mr. NOLAN. And are they allowed any time off during the year at all?

Mr. MACHEN. Thirty days' annual leave.

Mr. NOLAN. And how about Sundays or holidays?

Mr. NOLAN. No, sir. We get a Sunday off, I believe, sometimes once in seven weeks—seven to nine weeks, I believe, it is now.

Mr. NOLAN. And work all holidays?

Mr. MACHEN. Yes, sir. No holidays off at all.

Mr. NOLAN. Are they all employed at the same salary, $720, or is there a different grade?

Mr. MACHEN. They are the same; all $720. A great many employees in the department where I work on the watch force are old men, and some of them are one-legged or one-armed, and it throws considerable hardship, of course, on the younger men to have to do the harder work and the most running about.

Mr. NOLAN. Are many of those men men of families?

Mr. MACHEN. Yes, sir; most of them are. I know not more than three, I believe, single men.

Mr. NOLAN. Out of the whole force?

Mr. MACHEN. Out of the whole force; yes. sir. Men of all ages, from young men to real old men, to 80. We have men in our office on the watch force 85 years old.

Mr. NOLAN. How long have you been employed in this position?

Mr. MACHEN. Since November, 1914.

Mr. NOLAN. Were you employed before that time in any other governmental capacity?

Mr. MACHEN. No, sir; I was appointed from Alabama as an original appointment in 1914.

Mr. NOLAN. Is this in the civil service?

Mr. MACHEN. Yes, sir; I took what is known as the subclerical examination and was appointed as a classified laborer or skilled laborer at $55. I resigned in about three month's time, or rather offered my resignation, and they agreed to promote me and give me a $5 raise and transfer me to the watch force, and so I have been there since that time.

Mr. NOLAN. Your resignation after three month's service; was that because you found the conditions of employment different or your opportunities less than you thought when you went to work?

Mr. MACHEN. Yes, sir; considerably so. I jumped at the opportunity to come to Washington at $55 per month, but I was very much disappointed after I got here to find out the conditions.

Mr. NOLAN. Are you a married man?

Mr. MACHEN. Yes, sir.

Mr. NOLAN. Could you give us—if you haven't it prepared at the present time, could you probably prepare some statement regarding the cost of living as you find it here in Washington for the support of yourself and family?

Mr. MACHEN. Yes, sir; I could do it. I do not know whether I could give one right at the present sitting. I might make some suggestion here, but I will be very glad to furnish the information in form.

Mr. NOLAN. We would like to have it, and would like to have you go into detail as to how you find conditions here in Washington regarding living conditions, as compared to the wage given you by the Government.

Mr. MACHEN. I will be very glad to do it.

Mr. NOLAN. If your fellow employees down there wish to commission you to give any further detailed information the committee would be glad to receive it.

Mr. MACHEN. I would like to state just here, that I had saved a little money when I came to Washington, and since I have been here I have spent my savings; with the very best I could make of it my living expenses have exceeded my income.

Mr. VAN DYKE. You spoke of an annual vacation. When you take that annual vacation, who takes your place on duty? Is it filled up by the rest of the force?

Mr. MACHEN. Yes, sir.

Mr. VAN DYKE. That is, there is no extra expense to the Government because of your annual vacation?

Mr. MACHEN. No, sir. There is no extra expense because of our vacations, because when I return another man will take his leave, one after another.

Mr. VAN DYKE. What chance have you for promotion?

Mr. MACHEN. When I have been in the service two years I suppose I have the same privilege that classified laborers and messengers have who take a promotion examination, though I have heard that disputed, and I do not know.

Mr. VAN DYKE. That is a noncompetitive examination?

Mr. MACHEN. Of course, anybody can take that.

Mr. VAN DYKE. A competitive examination anyone could take, but you take for promotion a noncompetitive examination?

Mr. MACHEN. Yes, sir; a noncompetitive examination.

Mr. VAN DYKE. And if you pass that examination, then you are eligible for a position in a clerical grade? You are eligible for a clerical position?

Mr. MACHEN. Yes, sir.

Mr. VAN DYKE. That is, after three years' service, isn't it?

Mr. MACHEN. After two years' service, I believe.

Mr. VAN DYKE. That is what I wanted to get at.

Mr. NOLAN. Can you get the information for this committee as to any number of men that have entered the service, assigned to perform the duties that you are performing now, and then took this examination and went ahead?

Mr. MACHEN. No, sir; I do not know of any.

Mr. NOLAN. If you could get that, we would be glad to have that.

Mr. MACHEN. I have not heard of a watchman being promoted.

Mr. NOLAN. Do you know of any of them that took the examination?

Mr. MACHEN. No, sir. I do not know of a watchman that has taken the noncompetitive examination. I took the competitive examination two weeks ago for a clerical position—field-service competitive examination.

The CHAIRMAN. If you will, we would like to have you furnish that testimony as to the cost of living. Send it to Mr. Clayton, of the Committee on Labor, and it will be incorporated into the record of your testimony.

Mr. MACHEN. All right; I thank you.

STATEMENT OF MR. J. L. RHODES, FROM GOVERNMENT EXPERIMENT FARM, ARLINGTON, VA.

Mr. RHODES. Mr. Chairman, I represent one of a committee of three from the experiment farm known as the Arlington Experiment Farm, controlled by the Agricultural Department, and situated right near Arlington Cemetery. There we have different grades of men; we have laborers, skilled laborers, and gardeners. I wish to take up principally the part of the gardeners, because I am more familiar with their work and their duties than I am with the others.

When we take the examination as gardener, we send a letter to the Civil Service Commission for an application for a position as gardener. We fill that application out, stating the number of years of experience we have had as a gardener. We are required to get vouchers on our application, telling to the best of their knowledge as to our ability. We get appointed. After we are appointed we are put on what is known as a general rule as the statutory roll—that money that is specified by Congress for our salaries—and I might say right here, gentlemen, that practically all of those statutory roll positions are filled by the lower grade men, and when we go to our superiors and ask them for an increase in salary, this is the first thing that is put forth before us: "You are on the statutory roll, and until somebody drops out or somebody dies, it is impossible for us to give you an increase."

I for one have been at the Arlington Experimental Farm now in the neighborhood of eight years, and I must say that they are all a pretty healthy bunch in the gardener side, because no one has died or dropped out since I have been there.

And another thing I wish to bring forth before the committee is the efficiency rating. We are supposed to have an efficiency rating. I work for a particular branch known as the seed-testing department, where we test out the free congressional seed, which is bought on contract; I work under two professors, and we have a superintendent there at the farm. My efficiency record is made out by the superintendent—not the men who are directly in charge of me and see my work day in and day out—but it is made by the superintendent of the farm, who has the general control of the work in operation there. He is putting out the flowers; doing tile drainage. He is on 50 different jobs a day. He is not in a position to see what my work is, and if I want to go to the department to find out what my efficiency standing is, I can not get it. Why can't I? They can not give me any answer why. I can not go to them and say, "My efficiency rating is this," and I can not get an increase. I wrote to my Congressman and asked him to get my efficiency rating and he wrote back and said that it was impossible. In other departments you can get your efficiency rating, and I can not see why they should not be obtainable in ours as well.

And with the gardener's examination; that is another thing. It is not a fair examination. It is merely a matter of form. Any man can apply for a position as gardener to the Civil Service Commission, and it is merely a matter of form that he goes through. He can get some one to vouch for his papers, and those papers are put through, and he is given a rating of 80 or 90 or 99, or possibly 100, and another man comes along and takes that examination and says that he has had 40 years' experience and he gets his vouchers. He might have some slight physical defect, when he goes before his doctor. He gets a rating of 80. When it comes time for an appointment to be made into the department, the man who has falsified in his number of years of experience is given the preference over the man that really has had the experience, and his rating is cut down through some mere fact that he is physically disqualified, but that he has not attained as high a grade as the other man.

I think that the only way, the only fair way, to do this thing, would be to require each and every man that comes in as a gardener to take a practical test; put him to a practical test. I do not say make it a real technical examination, but give him practical questions to answer.

We are under a great responsibility there. These professors come out and lay out their work for us, and give us a certain amount of work to do, or an experiment to carry on. We have to carry on that experiment for them. If we go wrong on that experiment, it will possibly mean thousands of dollars to the Government. I know of experiments that have gone on at the farm, that have been going on 10 or 12 years, and if a man makes the slightest mistake in the experiment, it is practically spoiled. And I tell you that the rating of gardeners is not what it should be. A man can come in from the outside and get into these positions where there is no technical examination, and I do not think it is giving the other fellow a square deal by any means.

Coming back to the statutory roll, in the position of gardeners out there, if we want advancement, we have no chance in the world for advancement. We can not take the examination for a scientific assistant. Up to about nine months ago or a year ago there was a possible chance for a man in the position of gardener to take a scientific assistant's examination, which is only one grade higher. When he takes that examination he is rated on two subjects. He is rated on obligatory subjects and optional subjects. In the obligatory subjects your general educational training counts 50. Unless a man has been to an agricultural college, it is impossible to pass that examination, and in several cases there were men who were fortunate enough to get through, and to overcome that it has been made now so that a man, unless he has been to an agricultural college, can not get through in taking the examination. I passed the optional subjects. I passed, for instance, the examination in horticulture, just the same as the scientists do in the department. When it got down to the practical department I was passed, but when I was rated on my general educational training, not having been to an agricultural college, I was turned down. We are just at the end of the line, and we have to stop. That is all there is to it, and with the wages the gardeners have now it is mighty hard to get along on such a salary, and I do not think the gardeners receive proper wages for the responsibilities that are attached to them.

I am mighty sorry that there are not certain representatives here from the Agricultural Department. I am not much of a talker myself, and the facts that I give you are just as they exist where I work. I do not know that those conditions exist all over the Agricultural Department, and I would not say that. We get 15 days' annual leave and 15 days' sick leave. We are required to work seven days every week, and every sixth or eighth Sunday we get off. We get no time for the off day, and, as a matter of fact, our leave is cut down to practically nothing, and just across the river, on the other side, they get over there 30 days' leave, and they get a day off for the Sundays they work, but we are classified, of course, in the field service and do not get the benefit of that.

Mr. NOLAN. What is your salary?

Mr. RHODES. My salary is $900 a year.

Mr. NOLAN. Was that your entrance salary?

Mr. RHODES. No, sir; it was not. About three years ago the gardeners, I think, got together and got Mr. Jones, the chief clerk of the Agricultural Department, to arrange a bill to be presented here at Congress. I, as one of the committee of three, came up here before the Agricultural Committee about the time the Agricultural bill was before the committee. We found out from the committee that that amendment had not been put in, or we could not find the bill at all or any traces of it. We went back and notified the other gardeners at both the experimental farm and Mr. Burns's, here in the city, and they asked for a conference of Mr. Wilson, who was at that time Secretary of Agriculture. We went up and asked him why the bill had not been presented. He had no idea that there ever was any such bill in vogue. He asked some of them there about it, and they got to looking around and they found that it had been pigeonholed somewhere, but that some of the chiefs did not forget not to pigeonhole their increases at that time, and he took the matter up and there was a slight increase in the gardeners' pay at that time.

Mr. NOLAN. How much?

Mr. RHODES. Well, I was one of five that went from $60 to $900. Of course, that is only five men in the whole department that are getting $900 a year. The highest-paid gardener in the whole Department of Agriculture is getting $1,400 a year. That is one man. He is with Mr. Burns over on this side of the river. If you take a man in commercial life, or on the outside, where he has to specialize only in one particular line—for instance, in roses or carnations, or anything of that kind—there is not one of those men who receives less than $1,200 a year. As we are situated over there, we have to do a hundred different lines of work. We have to be familiar with flowers; we have to be familiar with vegetables; we have to be familiar with grains; and it is an entirely different proposition, the outside line of work. As I say, it may mean thousands of dollars to the Government if a man makes a mistake over there, and I really do not think that we are getting the proper wage that we are entitled to for the work that we do.

Mr. NOLAN. There are only five who get $900?

Mr. RHODES. There are only five who get $900; yes, sir.

Mr. NOLAN. What are the salaries of the other men below?

Mr. RHODES. The average salaries average $720 a year, or $60 a month, and, as I say, of course there are men—that is, laborers on

the outside—a lot of them figure that it is better than $1.50 a day, and they will take the gardener's examination. They are really not qualified as gardeners, but they take the gardener's examination because it is noneducational; that is, it is no trouble passing it, and it is a chance to get $60 a month, or maybe more.

Mr. VAN DYKE. As a matter of fact, you object to this entrance examination, because it is an experience examination?

Mr. RHODES. That is it exactly.

Mr. VAN DYKE. And there are a great many ways in which the true facts of a man's examination do not come to light? He can say that he has had four, five, or six years' experience, when, as a matter of fact, there is no test to show whether he has or not?

Mr. RHODES. That is it.

Mr. VAN DYKE. And most anyone can take that examination and pass it if he desires to make a misrepresentation in his application?

Mr. RHODES. That is it exactly.

Mr. VAN DYKE. How does that pay compare with the pay of a man who has to have the same qualifications and educational abilities on the outside?

Mr. RHODES. Well, as I say, sir, our work is in entirely different lines, and there is no comparison in the salaries at all. A man on the outside who has made a specialty of growing roses is considered the rose grower of the establishment, and he will receive $100 a month at the very least; that is, with any of the main concerns. Of course, there are smaller concerns that do not pay that much, but the majority of the larger concerns, such as Dreher, and a good many of them get more than $100. I am putting that as a fair wage for a man who specializes in one particular line, roses and carnations and things of that sort, whereas we have to be familiar in all of those lines.

Mr. VAN DYKE. Another complaint you have is this, that you have acquired a good deal of information by steady application and being on the job for quite a number of years, and that there is no opportunity for advancement?

Mr. RHODES. No opportunity in the world; no, sir. Of course, I have known cases where a man has asked for a promotion and he would be told that he was on this statutory roll, or the amount that was appropriated for him by Congress, and unless some one dropped out or get out there would be no chance for him, and when a vacancy of any kind did occur rather than taking a man who was already in the service and making a lump sum and putting him into that position another man was drawn from the civil service and put into that position, so that even there there is no chance for a man to get ahead.

Mr. NOLAN. You are rated as being in the field service?

Mr. RHODES. Yes, sir.

Mr. NOLAN. Do you get any subsistence?

Mr. RHODES. No, sir; we do not.

Mr. NOLAN. Do the ordinary men that are out in the service get any allowence as expenses or subsistence?

Mr. RHODES. When they are away from the city they do. There is this about it, the men who are going to the farm each and every day, the scientific help, are allowed their carfare to and from Washington to the experimental farm. The men, of course, working there, that are living outside of the farm, do not receive that compensation or

do not get that carfare. That is just for the scientific help from the department over here that come to the farm. When a man is sent out on a trip—I myself have been sent out several times—by letter of authorization for traveling expenses has always stated on it "Permanent Station, Washington, D. C.," and yet I am rated in the field service at the Arlington Experimental Farm, and I have never been able to find out for my own satisfaction just why that was, but, as you say, when we are away on these trips we do receive compensation for our expenses while we are away.

Mr. NOLAN. What I wanted to bring out is, while you are designated as part of the field service, there is not any subsistence given to any of the men at Arlington Station?

Mr. RHODES. Not a bit; no, sir.

The CHAIRMAN. If you have any further statement to make, you can submit it in writing.

(Whereupon, at 12.10 p. m., the subcommittee took a recess until 2 p. m., same day.)

AFTER RECESS.

The subcommittee reassembled at the expiration of the recess.

STATEMENT OF MR. JOHN W. POUNCEY.

Mr. POUNCEY. Mr. Chairman and gentlemen, I am a watchman at the Bureau of Engraving and Printing, and received my appointment from Newnan, Ga., July 20, 1914.

I was raised on a farm. I had always raised my supplies, and I did not know what the cost of living in the city was, and when the Civil Service asked me if I would accept a position in the city of Washington at $720 I considered it, and I thought $720 a year sounded pretty good for a man with a family of five children, who was anxious to get his children educated, and I decided to come on here. Not knowing, as I said, the cost of city life, my family moved up, and to my surprise I found that it was impossible to get through. Last winter my family was taken sick—my wife, rather; she was taken sick four months. I was paying house rent; I was supporting my wife and five children. Doctors' bills came on, and at last I had to send my wife to a hospital. Not a dollar did I have to pay the hospital bills. I carried her over to a free hospital, to Providence Hospital, and put her in a free ward. I did not have a dollar in the world to pay it with. I had no money to even pay a housekeeper. I was working from 11.30 o'clock at night until 7.30 in the morning. I put my little children to bed myself and locked up the house, and I would go to work. My wife got better. I brought her home. Then it was spring. She was down four months, and if I had not worked in the daytime on the outside, doing little jobs, I would never have paid one dollar's doctor's bills. I paid part of my doctor's bills not long ago, and I find it is still impossible to support my family, much less send my children to school.

I have five children; two of them are of school age, the oldest being eight and the youngest two. About five weeks ago I saw I would never educate my children here, and I sent them back home for her father to help me support them. They have been gone now a little over a month. I have given up hopes of ever supporting my family on $60 a month in the city of Washington, and I have proof

in my pocket here that I borrowed the money to send my family home. Not one dollar did I have, and I am not the only married man in Washington, I will say, at the bureau, that is having the same difficulties to support their families on $60 a month. I will say three-fourths of the watchmen there have families, and I might add, too, that the other one-fourth might have if they thought that they could pull through.

I was always a poor man, and, as I have said, I was raised on a farm and I raised my supplies, and when I was offered $720 a year in the city of Washington I thought that I could better myself if I could give my children a better education and better schooling than I could on the farm, and for that reason I accepted.

Mr. VAN DYKE. What percentage of the men in your service are from outside of the city, outside of Washington, I mean?

Mr. POUNCEY. All, sir.

Mr. VAN DYKE. All of them came from some other part of the country?

Mr. POUNCEY. Yes, sir.

Mr. VAN DYKE. Under the same impression that you had, that they thought they were bettering themselves; that the salary looked rather inviting?

Mr. POUNCEY. Yes, sir.

Mr. VAN DYKE. After you got here, $720 a year might have looked good down in the country, but when you got here and found the expenses that mounted up, $720 a year here would compare with about $400 back home?

Mr. POUNCEY. A farmer raises his supplies, and he does not have to spend but very little money, and he does not feel his expenses, for the simple fact that he raises his provisions. It don't take many clothes, because he wears his overalls seven days in a week, and if he is not going to go to church on Sunday, he puts on his clean overalls Sunday morning, and it does not take very much money in the country, and $720 looks good to a man without the experience.

If there are any other questions you would like to ask me, I would be very glad to try to answer them.

Mr. NOLAN. What days off do you get during the year?

Mr. POUNCEY. We get 30 day's leave. We work seven days in the week.

Mr. NOLAN. Sundays off?

Mr. POUNCEY. Ten Sundays during a year.

Mr. NOLAN. That is one Sunday about every five weeks?

Mr. POUNCEY. We take them whenever they give them to us, whether they are week days or Sundays.

Mr. NOLAN. During your 30 day's vacation, do the other watchmen there perform your work, or do they get extra men on?

Mr. POUNCEY. No extra men; no sir. They perform our duties when we are off.

Mr. NOLAN. And when somebody else is off you double up on his watch?

Mr. POUNCEY. Yes, sir; we have 60 watchmen, and when two or three are off the rest does his duty, of course.

Mr. VAN DYKE. You have no chance for promotion?

Mr. POUNCEY. No, sir; it is the maximum salary.

Mr. NOLAN. What rent do you pay here in Washington?

Mr. POUNCEY. I had to move out in the suburbs and get cheaper rent. I paid $15 rent.

Mr. NOLAN. Now?

Mr. POUNCEY. I did before my family left.

Mr. NOLAN. What sort of a house do you get for that—how many rooms?

Mr. POUNCEY. We had five rooms, a frame dwelling, muddy roads, no gas or nothing of that kind.

Mr. VAN DYKE. No modern conveniences at all?

Mr. POUNCEY. No, sir; and when my family was here I went out and cut my own wood. I bought my wood and hired it hauled.

Mr. NOLAN. Your condition that you have stated here—is that the condition of the general run of watchmen in the bureau?

Mr. POUNCEY. Yes; I would say that three-fourths of them that have families.

Mr. NOLAN. Do you know of any watchmen down there that have to have their wives go out and work, to help make a living for the family?

Mr. POUNCEY. I can not say that their wives go out to help, but they go out during the day and pick up little jobs like I do.

Mr. NOLAN. The watchmen themselves?

Mr. POUNCEY. The watchmen themselves; yes, sir. There is a watchman out there by the name of Firth that cut cordwood with me, that lived just across the road.

STATEMENT OF MR. FRANK T. ROGERS, PRESIDENT OF THE UNITED NATIONAL ASSOCIATION OF POST OFFICE CLERKS, CHICAGO, ILL.

Mr. ROGERS. I am president of the United National Association of Post Office Clerks, consisting of 28,000 post-office clerks in the first and second class post offices of the country.

Mr. Chairman, I am appearing here simply to lend the weight of my remarks to the passage of this bill.

By way of preface, I want to say that I indorse it most heartily. All of its provisions apply to the post-office clerks of the country.

"To him who hath shall be given." It seems that your hearings here have proceeded far enough already to demonstrate that that truism prevails with a vengeance among the Government employees. I have always known that there were very unfortunate conditions prevailing in so far as the Government employees have been concerned, but I am very frank to say that I have been much enlightened by some of the testimony that has already been presented to your committee. Your bill covers a very great scope, but it seems to me that one of the things which it seeks to cure, the thing that seems to me to be of the most importance, is the establishment of the minimum wage as is proposed, and I do not believe that it can be successfully contested that the minimum wage as you propose to establish it is too high upon which to expect an employee of the Government to support his family and himself and live up to the standard of American citizenship which the Government expects its employees to live up to.

In so far as the service that I represent is concerned, we find the most deplorable conditions existing with our substitutes, substitute post-office clerks, and that also applies to the substitute letter carriers even in a greater degree. It has been said here, and it has been tes-

tified to before other committees, that the average period of substitution for a post-office clerk should be at least three years. With the substitute letter carrier it will be found more than this.

During that period of substitution it is a problem to all who have given it any study as to how they are able to keep body and soul together, and it is true, Mr. Chairman, that employees are attracted to the Postal Service because of misrepresentation, either purposeful or unconscious, and in this connection I can cite my own experience.

I went into the Postal Service back in 1895, I believe. I had been told that the entrance salary was $600 per annum, and in those days, when the cost of living was not nearly what it is now, even that, for a start, rather appealed to me.

I took the examination. I saw the placards on the billboards in the lobby of the Chicago post office announcing this examination, and, as I look back upon it now, it sometimes reminds me of the posters and the placards used by the Army in an effort to bring about enlistments.

After taking the examination and being called in I was shocked to find that the entrance salary was $400 per annum, $33⅓ per month. After a period of substitution—in my own case extending over a protracted period that I can not just now recall—I was appointed at this munificent salary of $400 a year, and I worked at that for about two years and then was promoted to $500, and worked at that for another year before I finally reached the exalted salary of $600 per annum.

Had it not been for the fact that I was very indignant over what I considered to be this misrepresentation perhaps I would have followed the example of hundreds of other young men who immediately resigned from the service, but I became interested immediately in organization. There was an association of post-office clerks, and I gave to it my whole-hearted support in an effort to accomplish a betterment of those conditions, and it was not until 1907 that the law under which we were then working was changed.

Mind you, up to 1907 the legal minimum salary for a post-office clerk was $400 a year, although in practice there were not many instances of that kind at that time. In 1907 Congress enacted a classification law for post-office clerks and carriers. It was my pleasure to appear before the House Post Office Committee in the year preceding that, at which time this legislation was being advocated, and at which time the terrible conditions then prevailing in the service were brought to the attention of the Congress.

Now, I cite this by way of showing that there has been some progress, notwithstanding how much room there is for greater progress.

In 1907 the minimum salary for post-office clerks and carriers was fixed by law at $600, and they were then graded by annual jumps, of course, dependent upon efficient service, to $800, to $900, to $1,000, to $1,100 maximum in second-class offices and to $1,200 maximum in first-class post offices.

That minimum was absolutely and unqualifiedly insufficient. So, as a result of the agitation of organizations of postal employees, about three years ago, I believe, Congress increased the minimum to $800.

Now, we find in this pending bill a proposal to establish a minimum for all Government employees working on an annual basis at not less than $1,080 per annum. I find that to-day we have 11,000 post-

office clerks in the first and second class post offices who would be the beneficiaries of that provision. In other words, 11,000 clerks are receiving $1,000 per annum and less, after the 1st of next July this number, by virtue of the progression of salaries under the existing salary law, will fall down to about 8,000.

Now, as to the sufficiency of present living wages, I suppose that there is little that I can add to what has been brought to the notice of this committee; but I have a letter here somewhere which was sent to me by a friend of mine who is a watchman in the custodian service in the Federal Building at Chicago. If I may take a little time, I will read this to you:

CHICAGO, ILL., *March 11, 1916.*

FRANK ROGERS, *Washington D. C.*

DEAR SIR: Additional to what we have already written, I desire hereby to certify upon my honor that the subjoined is a moderate and reasonable estimate of the minimum cost of a bare living in this city:

For a family of four, one year.

3 meals per day (12 meals), at 10 cents	$438
House rents, at $20 per month	240
Fuel	50
Clothing, underwear, shoes, and stockings	120
Gas for lighting and cooking, at $2 per month	24
Car fare	36
Total	908
Salary per year	720
Deficiency (not including schooling, sickness, etc.)	188

With the result that we have to pick up odd jobs outside of our regular occupations, and our wives and children have to assist in supporting our families.

This statement is submitted for the candid consideration of those who have the authority to remedy the situation, and we hope you will feel disposed to place it in its proper light before the proper authorities.

Very respectfully,

CHARLES T. COVALT,
Watchman, 3508 Melrose Street.

Now, as Mr. Van Dyke knows, there is a bill pending before another committee, which was introduced by Mr. Smith, of New York, for the benefit of the custodian employees, and because of having been appealed to by frinds, I was glad to appear before that committee and to say a word to that committee. That hearing has been concluded, and there was some startling testimony produced. That bill does not attempt to cover all the ground that the Nolan bill attempts to cover, but in the hearings on the Smith bill it was clearly demonstrated that the employees of the Government service who are suffering these terrible conditions, who are at the very bottom rung of the ladder, are the classes of employees who are scattered in small groups in this public building in Washington, or in that Federal building in St. Paul or in Chicago or in Buffalo. They have not had the opportunity to properly organize, that these conditions might be properly presented to the Congress.

In the 14 or 15 years that I have been at the head of my organization, I have come to learn that there are few of the committees of this House who would resist a plea to better conditions after such pleas as have been made to this Committee on Labor during the hearing. I do not believe that these conditions have ever been before so clearly and so concretely brought to the attention of any Member of Congress as is true at this present time.

Mr. NOLAN. Right there. Is not that the real trouble, that the bill which is intended to relieve a deplorable condition in one branch of the service only affects a small number of employees, as compared to the entire service, and that they have brought about these investigations in a small way from time to time; the result being that nothing has been accomplished? That is, that the facts concerned all of the service in all branches of the service have never been brought out by any extensive investigation.

Mr. ROGERS. That is undoubtedly true.

Mr. NOLAN. Simply because one small force of men only were concerned for their own particular relief, no matter how meritorious their case might be, it seemed almost impossible to get action.

Mr. ROGERS: That is true; and it is never better demonstrated than by picking up a copy of the legislative, judicial, and executive appropriation bill, or a copy of the sundry-civil bill, and wading through its myriad pages and finding on page after page the salaries provided for at $600 and $660 per annum, and charwomen provided for at $300 per annum and less; but these appropriations are made for individuals. Now, it has been true that those representing the bureaus, the chief clerks, if you please, who have the entree to the great Committee on Appropriations, have opportunity from time to time to accomplish their own promotion, because they are coming in contact with the men who can do it, and for that reason I am particularly pleased that this bill has been introduced as it is introduced, and that it applies to those to whom it does apply, and that it has been taken away from an inactive committee—the Committee on Reform in the Civil Service. I have never believed, from my own practical experience, that it was worth while to labor with the Committee on Reform in the Civil Service, if you wanted to accomplish results. You have had that experience before that committee, Mr. Nolan and I am sure that you are going to get better results before this committee.

Now, another thing, if I may, on this minimum wage. I do not believe that the people, the citizens of the country, object to the Government's establishing a living wage for its employees. We have got to look to the Government more each year as the ideal employer. The Government is demanding of the private employer that he surround his employees with better working conditions, with safety devices, and so forth. Through the medium of State laws child legislation is being enacted. Only very recently a very commendable bill passed the lower House here providing that the products of child labor should not be admitted into interstate commerce. What does all of this mean? It means that we are aiming to bring about a better posterity; that the children of another generation and of this generation, if you please, shall have better school advantages. It is true that a decade ago, or two decades ago, particularly in manufacturing towns or in mill towns, the father was paid as little as $6 or $7 a week, and then, as soon as the children were able to toddle around, they were brought in and their lives crushed by the same conditions that the fathers worked under. Now, then, with a Government telling the people of this country that they must provide for their children; that they must give them an education; that they shall not put them to work under the age of 14, then it naturally follows that we must expect a higher standard of living, a higher wage for the

head of the family in order to make it possible for him to do that thing.

Now, Mr. Chairman, I do not believe that there is anything more that I can say that bears directly on this bill.

In the Postal Service, we might say, the maximum salary for a clerk is $1,200, although as far back as 1889 Congress enacted a law which recognized that certain classes of clerical work should be compensated for at the rate of $1,400 per annum, namely, distributors, money-order clerks, registry clerks, etc. But in practice it was not observed. There were comparatively few men of these grades. But they recognized the principle. So that in 1907, when the present general classification law was enacted, which provided for a method of reaching these maximums, they practically closed the door of promotion at $1,200, but created the designation of what we term a "special clerk," who is supposed, by the very nature of the title, to be a particular expert in the various lines of postal duty.

I am glad to say that we have made some little progress at the present session of Congress, the Post Office Committee having adopted a provision providing for the promotion of 5 per cent of these expert special clerks from $1,200 to $1,300 and from $1,300 to $1,400, without them going into the supervisory designations, and for the promotion of 5 per cent of the men in second-class post offices from $1,100 to $1,200. That provision passed the House of Representatives, with a very large attendance present at the time, without a dissenting vote or voice, and that leads me to believe and entrenches me in the conviction that there is not this opposition that we are told exists to the establishment of these fair and decent working conditions.

I might take up the time of your committee, if it were justifiable, which it is not, by telling you that, notwithstanding these benefits which have come to our branch of the service because of organization, because of the fact that we have presented them to the responsible committees of Congress and to the Congress. I might take up your time by calling attention to many other conditions that well may cry for a remedy. I have here in my hand a copy of a memorial which our association prepared for the consideration of the Postmaster General, which covers many pages, and which treats of such interesting subjects as the retirement of the superannuated employees, the necessity for higher promotion in our service, the question of sanitation, the question of removals and reduction without the opportunity of the employee to appear before a board to present his evidence, to be heard in person, to know, in fact, what he is charged with and to have a reasonable opportunity for presenting a defense, which he does not have under existing conditions.

Mr. VAN DYKE. Is it true in most large post offices that the clerks have a committee which handles grievances, so to speak, called the welfare committee or the grievance committee, or any term of that sort?

Mr. ROGERS. Yes; that is true.

Mr. VAN DYKE. In our city you know we have one made up of all employees of the Post Office Department.

Mr. ROGERS. A general committee.

Mr. VAN DYKE. Who deal directly with the postmaster on all minor grievances, such as seniority and such things as that.

Mr. ROGERS. It is my experience that in all of our large cities, where the number of the employees is sufficient, that they have a grievance committee; but the work of the grievance committee is largely dependent upon the nature of the postmaster himself. It depends pretty much on how much consideration he will give to their demands and upon what his experience has been—whether he has come up in the service or whether he has more or less accidentally become a postmaster. But we have another force at work over which the postmaster, however kindly disposed he might be, exercises no control; and that is the inspection service, which each year branches out more and more in its functions and its responsibilities, so that we have now the spectacle very frequently of the inspectors going into the post office without the knowledge of the postmaster, making a separate and independent investigation to prefer charges against the employee without even consulting the postmaster?

Mr. VAN DYKE. Does that report stand? That is, the postmaster has nothing to do with it?

Mr. ROGERS. He has nothing to do with it.

Mr. VAN DYKE. The person against whom charges are preferred can either accept a reduction or dismissal; he can take his choice?

Mr. ROGERS. It goes to the department.

Mr. NOLAN. In other words, your local joint committee deals only with minor affairs and not with the material affairs that affect the welfare of the postal employees?

Mr. ROGERS. That is hardly right; they deal with all affairs, whether minor or major, that the postmaster is in a position to be the intermediary.

Mr. NOLAN. But they do not deal through a local postmaster on the question of wages?

Mr. ROGERS. No; they can not do that.

Mr. NOLAN. That is one of the principal things. They might deal with something regarding the sanitation of the building, purely local conditions.

Mr. ROGERS. Exactly.

Mr. NOLAN. That is what I wanted to get at. They are charged with attending to matters in most instances which affect the living conditions of the postal employees generally?

Mr. ROGERS. That is very true.

Mr. NOLAN. But you must come to Congress, through the Post Office Department—that is, in the annual appropriation bill—to get the remedial legislation that you believe the men working in the postal service are entitled to.

Mr. ROGERS. That is true. The foundation must be laid here, or no progress can be made.

Mr. VAN DYKE. As a matter of fact, the usual method of making up the appropriation bill is something in this respect, is it not? Your field officials will first estimate as to the amount of money necessary to run their branch of the service during the coming year. That will come in, and they will, as a rule, cut it down just as low as possible. That will be turned over to the head of his department, and they will cut it down again, and when it gets to Congress there is always somebody in the committee to object, and it will be cut down again—all in the interest of economy—and some one on the floor of the House will cut it again, and usually when they make

these cuts in an appropriation bill you will find an appropriation of so many hundred thousand dollars, an appropriation for certain clerks, and they will say "There is a good opportunity to slice off so many thousand dollars," but they never go into the matter in detail and in order to determine just how that will affect the individual employees, in some cases possibly a far distance from the city. Has not that been your experience?

Mr. ROGERS. Yes, sir; because they are dealing with it in the aggregate. It has caused men to exclaim "Oh, economy!" and "Oh, efficiency! What sins have been committed in thy name."

Mr. NOLAN. I want to ask some questions for the information of the committee. You told the committee about the conditions of a substitute clerk. I presume that relates to the carriers as well?

Mr. ROGERS. Only in a little greater degree. It is a worse condition.

Mr. NOLAN. When the entrance salary, when you went into the post office and were paid $400, then when the salary was jumped to $600—we will go back to the $400 period. Did they make it a practice in those days to keep as many substitutes to perform this work as they do since they have advanced the salary? I want you to get exactly what I have in my mind.

Mr. ROGERS. I think I see what you mean.

Mr. NOLAN. But to make it clearer I wanted to find out if, in your judgment, they are keeping on the substitute list a greater number of men and for a longer period of time now than they did when the entrance salary was lower?

Mr. ROGERS. My experience, based upon my observation as an officer interested in organization work all of these years, is that the tendency of to-day is to increase the number of substitutes rather than to reduce the number of substitutes, and I will tell you why.

In 1907, when Congress enacted the present classification law that fixed the compensation for substitutes and auxiliary services at 30 cents per hour, it was contemplated at that time that there would be a sort of auxiliary service; that each one of these substitute and auxiliary employees would be given, say, three hours' work a day in addition to such substitute work as he might pick up. In practice that was not carried out for a great many years. As the cost of living increased and as it became more manifest that the initial entrance salary was not high enough, something then was done for the substitute. Through the influence of the organizations the compensation of the substitutes was increased to 35 cents per hour. That meant for all classes of work—when a substitute might be working in the place of an employee absent, with or without pay, or when he was doing plain auxiliary service.

Then, two years ago, an amendment was adopted in the Senate to make the flat rate 40 cents per hour. The House had first adopted a provision to give the substitute the pro rata compensation of the employee absent. That was cut out and a flat rate of 40 cents substituted, because it was more easy to keep the books and accounts, and 40 cents, on an average, would approximate the pro rata pay of the employee absent without pay.

It was tried to make that the flat rate, but the department sent an estimate to the Senate committee to the effect that this involved an appropriation of $1,800,000, and so the committee reported a compro-

mise, cutting it down to 35 cents an hour and leaving the 40-cent rate to stand for a substitute working in the place of the employee absent without pay.

Now, coming directly to the point of your last inquiry, the habit has become prevalent—through suggestion from the department, no doubt—that substitutes be given temporary appointment at the rate of $800 per annum, the initial salary. On an hourly basis the $800 per annum rate is 27¾ cents. The lowest pay which the law contemplates for a substitute or temporary employee is 35 cents per hour. This condition became so bad that there have been numerous examples of where substitutes were held on these temporary appointments for as much as three years by being held on for six months or even nine months at a time and then dropped back to the substitute list. Of course, this, in addition to depriving him of the 35-cent rate, was depriving him of the promotion that he would win through permanent employment, through progression through the grades.

In order to overcome that we had an amendment submitted to the post-office committee of the House, providing that substitute employees and auxiliary employees shall be paid 35 cents per hour for performing temporary service or temporary regular service or temporary service of any character whatsoever. That was in the appropriation bill as it passed, and we hope that it will cure this tendency of keeping unnecessarily large numbers of substitutes on call, because the incentive for withholding steady, permanent appointments will not be so great, if there is not some other way to avoid paying the 35 cents per hour.

Mr. NOLAN. The thought, as you brought this to our attention, occurred to me that if we were holding men on as substitutes for a great period of time—three, four, five, or six years—that it deprived them of the opportunity of advancing, providing they had been promoted to a permanent place at the entrance salary, and I wanted to find out if the practice of the Post Office Department was to keep a great number of men in proportion to the number in the entire service nowadays, with a higher entrance salary, as compared to the old days, when the entrance salary was lower.

Mr. ROGERS. I do not think there is much doubt about that. I think that there is kept on call, as we say in the service, a larger number of substitutes now than they did when the entrance salary was lower.

Mr. NOLAN. Another question. Are they kept a larger period of time without being assigned to permanent positions?

Mr. ROGERS. They are.

Mr. NOLAN. Which also militates against them in getting promotions, as the law calls it, going from one grade to another, after they are entered on the permanent roll?

Mr. ROGERS. That is true.

Mr. NOLAN. And which means keeping down their wages?

Mr. ROGERS. Yes, sir.

Mr. NOLAN. That is what I wanted to get at.

Mr. ROGERS. In that connection it is another argument in favor of the establishment of this proposed minimum, because after these periods of substitution, extending over in frequent instances four or five years, that substitute employee is invariably head over heels in debt at the time of his appointment, and it takes him practically up

to the time that he reaches the maximum of $1,200 a year before he can hope to relieve himself from that burden of debt. If it is impossible, as everybody concedes, for any man working for the Government in any capacity under the wages which they are now receiving to properly support himself, it is equally patent that it is equally impossible for a postal clerk or a letter carrier, particularly in the large cities, to get along as he should at the salary of $800.

Mr. NOLAN. I was going to suggest to Mr. Rogers—I do not know what committee held those hearings on that bill.

Mr. VAN DYKE. The Committee on Expenditures in the Treasury Department.

Mr. NOLAN. If there was anything in the hearings there that would aid us, you might submit for the record here certain portions of the testimony given there as might be of material benefit.

Mr. ROGERS. Congressman Van Dyke was there and testified at that time, and those hearings have been concluded, and no doubt he will have access to them and he will lay before the committee any portions of them which are proper.

Mr. VAN DYKE. It was in effect the rate of pay that the clerks in the Treasury Department were receiving, and one or two other things.

I want to ask one or two questions. I want to see if you can give me any light on the promotion of the laborers in the post office; that is, the laborers that come under the Post Office Department. Is he given opportunity to take noncompetitive examination and go on up to a creditable position in the post office?

Mr. ROGERS. Not that I have ever known of; not to my knowledge.

Mr. VAN DYKE. I have been under the impression until to-day that there was a chance. You see, I differentiate between a Treasury Department laborer and a Post Office Department laborer.

Mr. ROGERS. I understand.

Mr. VAN DYKE. A man who receives $60 a month in the Post Office Department, up to the present time it has been my impression that he has had an opportunity to take the noncompetitive examination, and if he passes he could be promoted into a clerical position. The reason I make that statement is this, that I have always thought that in all departments that they desired to recognize the ability of a man in any position, or the ability, rather, which he acquires after having had several years' experience along that line of work, and while he may not be able to pass a competitive examination, competing in so far as his educational qualifications are concerned with the outside, still with his practical experience and his ability to pass a noncompetitive examination there was an avenue of promotion for him. There are in other departments, and I thought I was safe in making the same statement with reference to the Post Office Department, and I have endeavored to find that out this morning.

Mr. ROGERS. I have never heard of a case where a post-office laborer as such was permitted to take a noncompetitive examination.

Mr. VAN DYKE. That is, the skilled laborer I speak of?

Mr. ROGERS. Yes, sir.

Mr. VAN DYKE. I thought he could take a subclerical position and then from that to a clerical position.

Mr. ROGERS. I do not even know that he is allowed any weights, or any points, when taking a competitive classified examination.

Mr. VAN DYKE. Just another point, and I ask that because I found it rather hard the other day in endeavoring to find out the hours of labor of a certain class of employees—packagemen and expressmen—I find that they are not organized at all, and I find that there is no way in which I can find out their hours of labor. Has it been your experience that these employees of the different departments of the Government have been able to secure better conditions because they are organized to protect themselves and to urge such a legislation?

Mr. ROGERS. Unquestionably.

Mr. NOLAN. If you want to incorporate into the record any facts than what you have told us here, any statistics, the committee will be glad to have it, Mr. Rogers.

Mr. ROGERS. I thank you, but I hardly think I will.

STATEMENT OF MR. D. J. EVANS.

Mr. EVANS. Mr. Chairman, the employees of the experimental farm, realizing that it was your desire to get all of the information from the various departments that you could with reference to the conditions and wages paid to the Government employees, selected this committee to present to you the following, which has been presented to you:

Employed on this farm the year round there are approximately 60 men, and during the summer usually about double that, but of the 60 men we have employed there regularly—we only speak of the men employed regularly, because a great many of those who come in the summertime are boys who come from school. Thirty of those men are salaried men and 30 of those men are per diem men. The wages of the per diem men are 1 man, at $1.25; 13 men, at $1.50; 10 men, at $2; 1 man, at $2.50; 4 men, at $3—those are the carpenters.

Mr. NOLAN. The higher paid men are the carpenters?

Mr. EVANS. Yes, sir. The salaries range from $40 to $65 in the salaried men. This does not include any supervisory provision, just the men who do the work; and the nature of the work is very hard. They do a great deal of ditching over there and a good deal of teaming. A number of the men do teaming, and they do a great deal of cement work. The put up the buildings out of solid cement, and those men are required to wheel that stuff, where they build the houses two stories, which they usually do, and they have to wheel that on planks to get the stuff up there, making it very hard work.

Mr. NOLAN. That is the ordinary hod carrier's work?

Mr. EVANS. It would practically be that.

Mr. NOLAN. Do you know what they pay the hod carriers here in the District of Columbia?

Mr. EVANS. I do not.

Mr. NOLAN. Do you know whether they pay them higher than they are paid by the Government for similar work?

Mr. EVANS. Yes; they pay them more than $1.50 a day. I do not know what the wages are here in the District; I am not familiar with that, but those men have to do much skilled labor. All of them, any man, no matter whether he is a $2 man or a $4 man, he has to do whatever he is assigned to, whether skilled labor or not. We have men at $1.50 a day working at the carpenter trade, and we have men—I now one man in particular that is getting $45 a month, and I have been told by men in position to know that they regard him as

the best man on the carpenter force, a $45 man selected from the common laborers, and I worked there with this man myself in another building there, and I know from personal experience that he is one of the best men I ever came in contact with as a workman, both in wood and iron, and that is why they use him in the building, where he is now doing skilled labor, mechanic's labor or machinists' work, and when he is not doing that he is taken out and put on the carpenter's force because of his value at $45 a month, and I want to say that practically all of those men are men of families, married men raising families.

Mr. NOLAN. Right there. Do you know the circumstances of those men that you are speaking of, of the married men raising families, whether they have any help from any other member of the family that works?

Mr. EVANS. No; I do not know that. I am not familiar enough with the men to know that. They are scattered so. Some of them come from up in Virginia, and others from over in the city here, and I really do not know very much about them, not living in their communities; but the few I do know about have no help only their own.

The farm is so located that it is impossible for very few of the workmen there—there might be a few living up around Georgetown that get there on one car, but most all of the men over in Virginia have to pay two car fares to get to their work. That means four car fares a day. We have two lines—one line running up to the farm; that is not connected with the other lines at all, and you can not get a transfer, and you have to pay those two fares, making it hard on the men aside from the extreme low wages.

I have been impressed with this one thing on the general phase of it. We have laws that do not allow children to work until they are 16, as a rule—a splendid law, all right. It helps to stop the stunting of the growth of a child and the stultifying of a man, but could you imagine how a man, making $1.50 or $2 a day, could take care of that child?

The ordinary child gets out of the graded schools at 13 or 14. Then, when he is prepared to go to high school or a commercial school for a business course, it requires much more expense which you all know, if you had had any experience in raising children as I have. They have to be dressed better to go to a commercial school or to a high school to make them in a presentable condition, and the consequence is that they have to keep them out of school. They can not send them there on those wages. I can not. I have often thanked God when I was not in the Government service when my children were at that age. I was working for a private institution, and I did make enough to do that; but a man making $1.50 or $2 a day has no chance whatever to turn his children out into society with a reasonable chance to make a living only in competition with organized foreign labor.

Only yesterday from your side of the table a question was put to a gentleman that union labor did not make any distinction between foreign labor and American labor. I want to say that union labor—I have been a member of labor unions until recently for a number of years, and very active. That is why I am here and not in the private institutions. Union labor, when they decide on a base rate, or, as we know it now better, a minimum rate, always took into consideration

the possibility of a livelihood for a family in that minimum rate; and before establishing the minimum rate, of course we do not make any other rate for a foreigner. We expect the foreigner, if he takes those jobs, to get the same rate, and I can not make myself believe that the legislative body of this American Government wants to try and base the wages of Government labor on that foreign labor. Foreign labor can be gotten for a very small amount. Why not? The conditions that they live under——

Mr. NOLAN. Right there. Is it not a fact that American labor men, recognizing the seriousness of the competition of aliens—that is, with the free and unrestricted opportunity to immigrate to this country—have for very,very many years advocated a restriction of immigration?

Mr. EVANS. Yes.

Mr. NOLAN. And to raise the standard by applying tests to the immigrant that comes over here, the idea being that indiscriminate immigration only tended to lower the American standard of living?

Mr. EVANS. Exactly; and also the wages.

Mr. NOLAN. That goes with it, naturally. If they can not have fairly decent living wages they can not have fairly decent living conditions.

Mr. EVANS. Exactly. Just to cite a case that is fresh in the minds of all of us, the strike that took place recently in Youngstown, Ohio. I am very familiar with that locality and worked among those men for 16 years, and their condition of living is this: Eighteen or 20 of them will live in a four-room house and take a woman there to take care of that house, and the fellow that is on the day shift uses the beds at night, and they arrange to have the other half that go in that house on the opposite shift, and the night-turn fellows come in and occupy the beds that the day-turn fellows have been using all night, and the day-turn fellows come in and occupy the beds that the night-turn fellows have been using all day.

Now, then, if we have to have the Government establish a precedent whereby the rate of wages is to be determined by what they can get those foreigners for I do certainly pray to be delivered from Americanism, if that is going to be the American standard, but I can not make myself believe it is.

Mr. VAN DYKE. That condition prevails also wherever you find mills of the steel industry—Gary, Ind., has it.

Mr. EVANS. Yes, sir.

Mr. VAN DYKE. And here is the point. The American Government, in hiring these people, differentiate between the American citizen and the foreigner by demanding that they take an examination when they enter the Government service. It may simply be a mental test or a physical test, but with any physical test it also implies a mental test in making out your application and calling for a reference. Now, it follows that if the Government demands that they are differentiating between the American laborer and the foreign laborer——

Mr. EVANS. That is true——

Mr. VAN DYKE. Your argument is, then, that being true, we should also differentiate between what a living wage is for the American and a living wage for the foreigner.

Mr. EVANS. That is it exactly.

Mr. NOLAN. So that this record may be straight, this colloquy took place over the discussion of charwomen in private buildings in the city of New York, and the statement was made that they were nearly all aliens who could come to this country from other sources—and I think the statement was made there at that time that they had to go out because their husbands were employed at such small salaries at private establishments that the women, generally speaking, had to go out also and go into competition with the American woman and work for extremely low wages so as to procure those positions.

Mr. EVANS. Exactly.

Mr. NOLAN. And that the two heads of the family were laboring jointly——

Mr. EVANS. To support the family.

Mr. NOLAN. Yes; to support the family.

Mr. EVANS. And even in the extreme conditions that they lived in their conditions of living would be repugnant to what we consider the lowest element of the American people. That is my experience. I have lived among them a great deal, and the child-labor bill, as I say—when you can not send your child to school at that age—14 to 16—he is forced to idleness.

Mr. VAN DYKE. Just pardon me there. That bill provides that children between 14 and 16 can labor, but that they can not labor more than eight hours a day, between 8 a. m. and 7 p. m.

Mr. EVANS. That may be true in the District

Mr. VAN DYKE. I mean in the National child-labor law that passed the House the other day, which is known as the Keating labor bill.

Mr. EVANS. Yes; but was there not a bill on the statute before that?

Mr. VAN DYKE. Not a Federal statute.

Mr. EVANS. I mean governing the District?

Mr. VAN DYKE. Oh, as to that I do not know.

Mr. EVANS. I am not sure about that, but I know that it is in Ohio that they are not allowed to work until they are 16. Now, that forced the child—we have government service in Ohio some, too—and that forces the child into idleness, and from the time he is through with those two years of idleness he becomes a loafer, and it is almost impossible to make a good citizen of him. You make a very poor citizen of him just from the fact that he was thrown into idleness during that time, when he ought to have been sent to school at least those two years, and it would have made him a desirable citizen with the further education.

The desire of the people out there is that this legislative body—they feel satisfied that they are sincere in this movement they are taking; they have not the least doubt about it—that they at least establish a minimum wage, so that these heads of department—as it is now the heads of departments are required to pay no certain wage in many instances, because it is demonstrated out there that they can pay any wage they want those per diem laborers. We have men who have been working for $25 a month, but they are not employed steadily; that is the reason I do not mention them. The only thing that will give them no excuse to hide behind is that the minimum wage be established which, in the judgment of you gentlemen, is a fair living wage; but it is the desire of us that you people establish a minimum wage, so that they can not expect to work for $1.25 or

$1.50 under the Government. I think the Government should take the lead, if anybody should take it. One dollar and fifty cents, the common laborer—when those men struck in Youngstown it was above $1.50. The common laborer was $1.60 when I left there in May, and this has been raised twice since then.

Mr. NOLAN. For your information it was $2 a day, and they were asking for $2.50, and were offered $2.25.

Mr. EVANS. That was for common labor. And here is the Government paying $1.50, and very little of it over $2.

Mr. VAN DYKE. Do those men stay there for any length of time or do they go and come?

Mr. EVANS. They come and go a whole lot.

Mr. VAN DYKE. Then you never have the benefit of a man who does the labor who even knows his business?

Mr. EVANS. They are right good workmen, but they will not stay any longer than they can get a better job; you can not hold them, and the consequence is that the farm gets all the riffraff, unquestionably. As to these per diem men, that is the reason why there are so many of these per diem men. I understand some time ago they could not get men, and in taking the examination they ask you, in the subclerical examination, also the common laborer examination, they ask you on those applications if you will take the position at the Government Experimental Farm, and most anybody answers no, that knows anything about it; and the consequence was that they could not get men off of the civil-service list, and the result is that they are allowed to appoint men who make applications for work, and that is why they pay $1.50 and $1.25 a day, but if we had a minimum wage which was in reasonableness a living wage, we would have men who would say there just the same as any other place in the Government service.

Mr. VAN DYKE. Do you have any of your men in the vicinity of small villages, out in the country near the small towns?

Mr. EVANS. There are quite a few of them there from these little towns.

Mr. VAN DYKE. Are there any of your experimental farms in the interior, or are they all near the large cities where the expenses are high?

Mr. EVANS. The only farm I know of is right here. I do not know of any other.

Mr. VAN DYKE. You do not know of any other experimental farm in your department which is near towns of 500 or 200 or 300 inhabitants?

Mr. EVANS. I do not know as to that. Mr. Rhodes might know.

Mr. RHODES. Every State has an experimental farm. But it is run by the State.

Mr. VAN DYKE. I mean Federal.

Mr. RHODES. This is the only governmental experimental farm.

STATEMENT OF MR. R. P. WEST.

Mr. WEST. Mr. Chairman, I am here from the experiment farm to talk about the unjustness of the wage paid the per diem laborer there. We have per diem labor working as clerks, and doing the work of skilled laborers and various other work, too. There are laborers that work outside in the winter when the work is not too

slack; when the work does get slack they turn them off and they do whatever the weather will allow. The nature of the work is ditching, tiling, putting in tile drainage, pruning, and various other kinds of work done on the farm, and these laborers doing the clerical work—it calls for some skill in office work—and they receive $1.50 and $2 a day, the same as those out on the farm doing the manual labor, and if a laborer on a per diem is hurt while at work he receives nothing for the time that he is off on account of that injury. He gets no sick leave, no annual leave, and has to pay the doctor's bill while he is not at work, and if a per diem laborer is off the day before and the day after a legal holiday he receives nothing for that. He does not get paid for the legal holiday as he should and as he would if he was there before and after.

And gentlemen, this preparedness has come up before the public lately. If we are to have an army of married men who will go to war to defend our country in time of need, we should have a standard living wage, so that the married man can set aside something to support his family on, because he is going to think of his family before going to war or in case the country needs him.

I think that this preparedness proposition should be given due consideration in this bill.

There is one question which I was not exactly clear upon, and that is what recourse any of us have before this committee if any offense is taken by the powers that be. Have we any recourse? We are stating nothing but facts, but if any of those officials should take offense at anything we say, what recourse have we?

Mr. NOLAN. You are entitled under the law to present your case to Congress. You are not violating any part of the civil-service law, and you are acting under an authority granted in 1913 under the terms of the La Follette Act.

I can only say this to you, that if anybody is injured, either in your department or in any other department, because of their coming here and presenting their case, we would like to know it. It will not stop with just a simple complaint. We will find upon what theory anybody proceeds—the head of any department or any chief of any division or the head of any bureau—that any employee of the Government of the United States should not give to a committee of Congress the information they are seeking when legislation is pending before that particular committee.

Mr. WEST. I was speaking with reference to the per diem employees. They are not under civil service.

Mr. NOLAN. You are classified, are you not?

Mr. WEST. We are not classified.

Mr. NOLAN. So long as you are an employee of the Government of the United States this bill intends to do justice to yourself and every employee, and you are coming here at the invitation of this committee.

Mr. WEST. I have been asked that question several times and was not exactly clear as to the outcome.

Mr. VAN DYKE. What position do you occupy?

Mr. WEST. Unskilled laborer.

Mr. VAN DYKE. That is, a per diem man?

Mr. WEST. Yes, sir.

Mr. VAN DYKE. How many days in a year do you work?

Mr. WEST. Well, we will average 26 working days a month, and some will go 27 and some less.

Mr. VAN DYKE. You have no chance for promotion?

Mr. WEST. Not for unskilled labor, and we have no leave, sick or annual.

Mr. RHODES. May I make a short statement, Mr. Chairman?

Mr. NOLAN. Yes.

STATEMENT OF MR. J. L. RHODES, EXPERIMENT STATION, DEPARTMENT OF AGRICULTURE—Resumed.

Mr. RHODES. In event of any action being taken relative to our coming here, I, for one, felt as if it were a proper thing, and notified our chief we were going to take this action. If there was anything said here—and I do not see that there has been—that should offend anyone in any way, as I see the matter, these things the not always taken up at the time they occur. It might be six months before this thing is brought back to us. Is there anyone we can go to at the end of six months if anything does happen and have them explain why we have been discharged or dismissed?

Mr. NOLAN. I would say that you should take it right up with the Committee on Labor or with the one of the next House. The Committee on Labor is conducting this examination, and undoubtedly they would very seriously resent the interference on the part of any executive officer in disciplining an employee that testifies on matters of legislation, even though it affects his interests, because he has that right.

Mr. RHODES. What I am getting at, sir, is this: I hardly think that they would take the action from that standpoint. They would not directly discharge a man for coming up here and giving any testimony of this kind, but there are so many other ways of getting around these things; and I want to ask if there is any way that the cause for any man's dismissal could be brought up before a committee?

Mr. NOLAN. Unless you could give some definite information, the only recourse you would have would be to the Civil Service Commission.

Mr. VAN DYKE. Are you a civil-service employee?

Mr. RHODES. I am.

Mr. VAN DYKE. Under the act of 1912, section 6, every civil-service employee has the right to appeal to any individual Member of Congress or Congress as a whole.

Mr. NOLAN. Or to any committee.

Mr. VAN DYKE. Or to any committee. If any action is taken which, you presume, is caused, probably not directly because of your coming here, but indirectly, you can go to a Member of the House or to this committee, of which we are a subcommittee, and have the Civil Service Commissioners give a detailed account of the reasons why you were dismissed; and if that does not appear to satisfy the committee, the subcommittee or the individual Congressman can take the matter up on the floor of the House. You have that right of appeal all the way through.

Mr. RHODES. I thank you.

Mr. NOLAN. You are representing the bureau watchmen?
Mr. RAINES. Yes, sir.
Mr. NOLAN. Do you wish to testify? Will you finish up for the bureau?
Mr. RAINES. Yes, sir.

STATEMENT OF MR. H. A. RAINES, REPRESENTING THE BUREAU OF ENGRAVING AND PRINTING WATCHMEN.

Mr. RAINES. Mr. Holder introduced at the commencement of this hearing the most of what we have to say. I helped him get up that data that he furnished, but there were some few things I have seen since which I believe would be very good information, and one thing is in regard to the men accepting low-salaried positions. I can state that it is a general impression of people in my State that this entrance salary, as it is stated in the Manual of Examinations of the Civil Service Commission, is not stationary, and when we come here and find out it is we are simply up against it. We are banished from home, with no way to get back, unless we provide some other way to do it.

There are a great many watchmen taken from the penitentiary guard list, and last fall, in September, there were were 10 names selected, and 10 men from the penitentiary guard list offered positions from the different States. There were three of them who accepted it, and the two of them came. Eight of them refused the position at $60 a month in the city.

I know of another instance where a man came here from the State of Washington, and he ascertained the conditions and was not sworn in and went back. I met him here.

Another thing came up yesterday which I noticed in regard to married men and single men.

Before I came here and accepted this position I worked on the Rock Island Railroad, and there it was the custom that married men were only given preference in regard to employment. If there was a decrease in the force, the single men were let off first. That is the general understanding, and it has also been done in the Bureau of Engraving and Printing since I have been here. Mr. Ralph seen fit some time ago to decrease the force of printers and the assistants. When he did he let out the single men and the married women, so that I think that would cover it as nearly as it could be brought about.

Mr. VAN DYKE. There is only one question I want to ask, and that is that in your department, the same as in other departments, these men are brought in from outside districts, from different States throughout the Union?
Mr. RAINES. Yes, sir.
Mr. VAN DYKE. Have they taken the civil-service examination?
Mr. RAINES. Yes, sir.
Mr. VAN DYKE. And really expect the salary which they are to receive is an entrance salary, so to speak; that there is an opportunity for promotion in the future?
Mr. RAINES. Yes, sir.

Mr. VAN DYKE. And that when they reach the city to be sworn in and are on the job they find the conditions entirely different from what they thought they were, but then it is too late. They have got to work; they have got to make a living, and they can not go back home and pick up the position they lost when they thought they were going to better themselves in coming here, and consequently they find themselves stranded in this city, and there is no way out of it.

Mr. RAINES. We even wanted to go home and vote, but we are stranded here, practically broke.

Mr. NOLAN. How long have you been in the service here in Washington?

Mr. RAINES. I came here the 26th of May, 1914, and it will be two years this coming May.

Mr. NOLAN. Are there any men down there employed in that bureau who have been here for any considerable number of years?

Mr. RAINES. Not from the States, I believe. There are some there in that bureau who have been transferred, you know, from plate printers—some few from the city here—but there are not many from the States in the service.

Mr. NOLAN. How long has it been since those men have received an advance in wages, or have they ever received one?

Mr. RAINES. I have understood—I will not be certain as this being a fact—that in 1895 the watchmen in the bureau up to that time got $70, and it was taken off of them in 1895; but the salary of $720 was established in 1854. Mr. Ralph told me that.

Mr. NOLAN. Will you get some information on that point for the committee and submit it here at a later date?

Mr. RAINES. I would like if the committee would invite Mr. Ralph to come here. I was talking to him, and he has all of this data at his fingers' ends. I was speaking to him about it, and he said if you would make arrangements he would be glad to come before this committee; and I would appreciate it very much if the committee would ask him, and I know he will come. I believe he could give some information that would be of benefit.

Mr. NOLAN. Is there anything else?

Mr. RAINES. I do not know that there is anything. I think it was fully covered, so far as I can think of now.

STATEMENT OF MR. E. F. JACKSON (COLORED), REPRESENTING SKILLED LABORERS OF THE GOVERNMENT PRINTING OFFICE.

Mr. JACKSON. I am representing the skilled laborers of the Government Printing Office.

The speakers or representatives of the various bodies who have come before this committee have all represented people drawing at least $60 per month, as a basis. I am representing a body of men who draw less than even $60 per month. We are drawing at the Government Printing Office to-day $52 per month, or $2 per day. The committee sought once to itemize a monthly account, but when we considered a house renting of $20 per month, and a ton of coal for $7.50, food for $22.50, and carfare $2.50, our $52 was gone, leaving nothing for any other necessities—doctor's bills, shoes, or clothing. So we have tried in many ways to have that condition elimin-

ated. We have gone to the head of the department, and he has told us that the lump appropriation of Congress does not justify supporting the army of employees down there.

We have gone to the Civil Service Commission and asked permission to take a promotional examination. Of course, we take the examination when we come into the service—the skilled messengers and the watchmen's examination. The Civil Service Commission has always told us that the employees of the Government Printing Office are not eligible to a promotional examination, and there is no chance for a promotion there.

Now, if we could get a transfer to some other department, paying at least $55 per month—and all departments in Washington pay all classified skilled laborers $55 per month—that would be at least $3 more per month, or $36 more per year, which would be a great deal of help to the men there with families; and the majority of those men are men with families, trying to bring their children up properly and right, to make good, moral, intelligent citizens.

We are always met by the Civil Service Commission saying that we are inelligible to a transfer. So we are turned back on that point.

The next appeal we make is asking the Civil Service Commission whether or not we are entitled to the efficiency system which Congress, I think, passed in 1912 or 1913, and the action we get on that point is that the efficiency system has not been yet extended to the Government Printing Office, and there we are.

Unless something is done to relieve that condition, then this vast army of skilled laborers and the laborers of the Government Printing Office will be left to their doom, just as they are to-day.

Mr. VAN DYKE. We have had before this committee, you know, several classes of employees who receive less than $2 per day—gardeners did not receive $2 per day. What are your duties in the Printing Office?

Mr. JACKSON. Our duties are various. For instance, in the pamphlet bindery section an employee is supposed to go from one section to the other, gather pamphlets, and perhaps lay out work for the female employees to collect and gather, and a good many of them are supposed to go from one building to another and pick out work, get work, and bring it into the sections, lay it out; and if I may give an example to just tell you what they do there: Take your Congressional Record here, and I will take a record of 7C. We have two machines gathering those Records. We turn out there at least 32,000 Records. Each machine is supposed to turn out about 16,000. A record 7C and 17,000 would be about 112 signatures or pages that an employee is supposed to go through feeding one of those galley machines, and yet with that work they receive the low sum of $2 per day.

Mr. VAN DYKE. You feed the machine?

Mr. JACKSON. Yes, sir.

Mr. NOLAN. Do part of those men work at night?

Mr. JACKSON. Yes, sir; they do.

Mr. NOLAN. Do they receive any additional pay over their salaries on account of working at night.

Mr. JACKSON. Twenty per cent.

Mr. NOLAN. What does that bring their wages up to?

Mr. JACKSON. $2.40.

Mr. NOLAN. You say there are 62 laborers over there?

Mr. JACKSON. No, sir. I think the figures there would approximate, sir, in the neighborhood of between 400 and 500.

Mr. NOLAN. From your investigations can you give this committee any information as to whether the men you are talking for have to have any assistance from their wives or the members of their families to help make both ends meet; in other words, do they go out to work to render assistance?

Mr. JACKSON. Some of those men are forced out on other jobs in order to live.

Mr. NOLAN. How about the women folks of the family?

Mr. JACKSON. A good many of them are forced out to work, otherwise they would not be able to live in Washington.

Mr. NOLAN. Regarding the living conditions, as a general proposition, do they have their own apartments in a house, or do they go into a house and take a certain number of rooms in connection with others? Do you know whether that condition exists?

Mr. JACKSON. The majority of that class of employees of the Government Printing Office usually rent houses at from $20 to $25 per month. There are quite a number of flats here in Washington, consisting of about five rooms—that is the average flat—those flats will run from $20 to $25 a month, and a good many of them take those flats. Sometimes one building will contain three or four flats, but each flat will contain about five rooms.

Mr. NOLAN. How can they pay $20 to $25 a month rent and sustain their families out of $52?

Mr. JACKSON. A great many of them are compelled to rent out one or two rooms to make ends meet.

Mr. NOLAN. You are appearing here representing the greater number of those men, are you?

Mr. JACKSON. Just the $2 men.

Mr. NOLAN. Have you an organization?

Mr. JACKSON. No, sir; we have not an organization.

Mr. NOLAN. But you simply got together and decided that you would have representation before this committee?

Mr. JACKSON. We had a number of them up here yesterday, but they can not come back, because they can not afford to lose a day. They only get $2 a day.

Mr. VAN DYKE. You say they are skilled laborers?

Mr. JACKSON. They are both skilled and unskilled.

Mr. VAN DYKE. What does the examinaton consist of?

Mr. JACKSON. The skilled consists of the third-grade examination, but the unskilled consists of none.

Mr. VAN DYKE. They have to go through a physical test?

Mr. JACKSON. Yes, sir.

Mr. VAN DYKE. And they pass a mental examination?

Mr. JACKSON. Yes, sir; the skilled laborers do.

Mr. VAN DYKE. I know——

Mr. JACKSON. Both mental and physical for the skilled laborers.

Mr. VAN DYKE. Yes, but the unskilled only passes the physical examination?

Mr. JACKSON. The unskilled pass the physical examination, but not the mental.

Mr. NOLAN. Mr. Eden, do you wish to add anything?

Mr. EDEN. I might say a word.

STATEMENT OF MR. DAVID EDEN, GARDENER, DEPARTMENT OF AGRICULTURE.

Mr. EDEN. Mr. Chairman and gentlemen of the committee, we are getting the lowest wages—$65 a month. There are 12 of us. There are 37 gardeners in the plant; there are 7 per diem men.

Mr. NOLAN. What do they get?

Mr. EDEN. $2 a day is what the per diem men get. We have one man there getting $55. He is a gardener; that is the lowest one and the only one, too. We have men there getting $1,400 a year as gardeners.

Mr. NOLAN. How many of them?

Mr. EDEN. I could not say it is one or two, but they run from $1,000 to $1,400.

Three years ago they got a raise. Some of them—the biggest part of them—were getting $60, and there were some getting $75, and when they got this raise the little man got an increase of $5 a month and the big man got as high as $75 a month increase.

Mr. VAN DYKE. Raised?

Mr. EDEN. Yes, sir; those are the conditions we are under now. We have got 12 that I am looking after, but I thought they probably had somebody else here, and I did not see anybody else, and so I though it was my duty to get up and look after our interests.

We are supposed to do all kinds of work, the same as those people across the river. We are supposed to be handy at anything.

I am in the police force at the present time, but was sworn in for three years. My time is out the 1st of next month. We take care of the garden on the outside and have got to police the park, working all nights, no day work at all. As far as the efficiency goes, I guess I am perfect. I have never heard of anything they had against me in any way.

Mr. NOLAN. What salary are you receiving?

Mr. EDEN. At the present time $65 a month.

Mr. NOLAN. And how many years have you been so employed?

Mr. EDEN. I will have been there three years the 1st of next month. I presume I will have to be sworn in again for the police force.

I think the gardeners in general have not got anybody here. The high-class fellows who have paid the money; only thee low-class people wanted somebody here. I heard they were going to have some one here, but I did not see anyone, so I thought I would get up in our interest myself. I am included in that raise of wages proposed by the bill.

Mr. NOLAN. Are the most of those men married?

Mr. EDEN. Yes, sir; they are all married, everyone of them, and they have got families.

I do not know of anything more I would like to say, unless there are some questions that I can answer.

Mr. NOLAN. I will say that the committee will be going on to-morrow with these hearings which will extend for some little time yet, and if your people would only send their names in we would be glad to inform them as to the time to come before the committee.

Mr. EDEN. I would like to say one word that I was about to forget. I asked for more wages myself about two weeks ago before I read of

this bill or heard the talk of it. I went to the superintendent and I gave him a letter with my standing on, as near as I could, in every respect, he told me:

Dave, I can not do anything for you; I can not do a thing for you. I am willing to do anything, and you ought to have more wages, but I can not do it. You will have to get together and go upon the Hill.

He is a fine old gentleman, and if there was any way he could do any good he would, but he can not.

STATEMENT OF MR. A. W. REYNOLDS, GOVERNMENT PRINTING OFFICE.

Mr. REYNOLDS. I want to say I am classed as a skilled laborer in the Government Printing Office. I have worked there for 33 years. I have been promoted and I have been demoted, but the question arises in my mind—and that is what brought me here to testify—that it is an impossibility for a man to live in the city of Washington on $2 a day, and that is what I am getting. It is a fact, as you all know, that in the different departments of Washington there is more or less of a "game of politics," and I happen to be one of the unfortunates and was demoted. At the same time, I must put in a good word for Mr. Ford, the Public Printer. I think he is a very capable man, although he demoted me, or some of his understrappers possibly interceded against me to have me demoted. But, let that be as it may, the fact is here, if anybody can show me—and I am not from Missouri; I am from Cleveland, Ohio—how they can get along on $2 a day in Washington, and I have tried it now since a year ago the 7th day of last July, and if it was not for my good wife and my son, I do not know but what I would have probably passed around the hat here to-day.

There have been a number of gentlemen here to-day, and I noticed that the Post Office Department is well represented in a branch that is getting anywhere from $1,000 to $1,200 a year. Still, they do not seem to realize that the "underdog" at $2 a day needs attention; they do not seem to think of him. It is just exactly like the bookbinders, the pressmen, the stereotypers in the Printing Office, the clerks and the pressmen and the carpenters and the machinists—they come before you and they tell you—not this committee, but the Committee on Appropriations—that they have to get 45 cents an hour, and all that. And during the time—if you will excuse me—that the bookbinders and the printers were before the committee a man under the nom de plume "Abe Martin," in the Star, said: "What has become of the old-time mechanic that always put in a word for his helper?" I have not seen him in 33 years that I have been in the Printing Office, that anybody has come to the front and said the $2 man ought to be promoted. I have not seen one, and I have been there just as long, I guess, or longer, than Capt. Brian.

I do not know that I can say anything else, but, as I said, I was demoted, and I took my medicine like a man; but, at the same time, this committee, it seems to me, ought to think of those poor fellows who are getting $2 or $2.25 or $2.40 a day. That is what I get, $2.40, and if it was not for a good Democratic friend of mine, I would not get that 40 cents, but he insisted on me being put on the night

shift in the pamphlet bindery, and consequently I am getting that 40 cents extra, and you can bet I work for it.

I speak not only for the laboring class of men, but I am speaking also for the women. There are ladies down there who some days do not make a dollar or $1.50 a day. Some of them I know have children to support, and some have husbands crippled with rheumatism, and one thing and another, whom they have to look out for, and the consequences are if it was not for the charity of Washington people, and if it was not for the police department sending a ton of coal occasionally in the wintertime those poor women getting $2 or $1.50 a night or day, I do not see how in the world they would get along.

I am in hopes, even if I die in despair, that after awhile I will better my condition, but as Mr. Ford has been good enough to allow me to stay in the Government's employ, I claim that a half loaf is better than none. It is not up to him to raise my wages from a laborer, where I am classed only as skilled or unskilled, but it is Congress. If Congress says to Mr. Ford, "We want this man to get $2 or $3," as Mr. Nolan puts in this bill, we will get it. Congress has got to make the appropriation; Mr. Ford can not do it to save his soul. These mechanics—pressmen, carpenters, machinists, printers—are all urging their claims upon Congress. They come up here and say they have to have this and that. They have an organization in the form of a union, and they are very strong, and probably—I do not say they do, you understand—but possibly they may have a few good lobbyists, and they get these bills through, but the poor fellow who gets $2 a day can not contribute a 5-cent piece toward sending a committee here. I know I can not, but I am willing to come up here and speak my piece and do what I can for the benefit of those fellows and myself who are getting $2 a day.

Mr. NOLAN. Let me ask you this, Mr. Reynolds: You came here 33 years ago?

Mr. REYNOLDS. I came here in 1881, on the 15th day of December, and it is pretty close to 33 years, possibly a little more.

Mr. NOLAN. When you came here first, did you enter the Government Printing Office?

Mr. REYNOLDS. Yes, sir.

Mr. NOLAN. As a laborer?

Mr. REYNOLDS. Yes, sir.

Mr. NOLAN. What were your wages then?

Mr. REYNOLDS. Two dollars.

Mr. NOLAN. What I want to bring out is that the salaries of the laborers in the Government Printing Office have not changed or advanced in those 33 years.

Mr. REYNOLDS. In those 33 years, that is just exactly what I want to instill in this committee's minds, that there has never been a proposition, as Abe Martin, in the Star, would say, "What has become of the old-time mechanic that always looked after his helper?" I laughed when I read that, and it just put me in mind of these mechanics coming up here and asking for 55 cents an hour and us poor fellows only getting 25 cents an hour, and if it was not for the little bit of money I saved when I did have a decent position I do not know what would become of me now.

Mr. NOLAN. I want to ask you this question: You have thirty-odd years of experience in Washington?

Mr. REYNOLDS. Yes, sir.

Mr. NOLAN. I would like to have you state, for the benefit of this committee, how the cost of living compares to-day, for the $2-a-day man, with what it was 33 years ago in the city of Washington?

Mr. REYNOLDS. When I came here, Mr. Chairman, I got first-class board and room for $22 a month. I have been married now for 28 years, and since that time the cost of living has been advanced slowly but surely, and to-day I might use the expression "outrageous," and there is a cause for all of it. Some say it is on account of one thing and some say on account of another, but I have my opinion, which is this, that the prosperity of this country has been so great that the young fellows on the farm, the very minute they get to the age of 18, 20, or 21, come to the city. To show you that is correct, if you will get on any street car in this city and happen to know a conductor, and you ask him where he is from, he will tell you that he came from up in Maryland or down in Virginia, and all these corporations to-day, it seems, would sooner have in their employ a country boy, two to one, than they would a city chap. I do not know why it is, but it seems to me that the city fellows are possibly a little more reckless and not so attentive to business as the country boy; but eventually, after the country boy is here a certain length of time, he gets into these city ways and he is possibly let out, and along comes another boy from the country.

Mr. NOLAN. You have been married 28 years; you have had 28 years' experience as the head of a household?

Mr. REYNOLDS. Yes, sir.

Mr. NOLAN. What I would like to have you give, as well as you possibly can, are the conditions that prevailed 28 years ago, what you could do with your $2 a day then as compared with what you can do with it to-day, both as regards rates of rent, commodities of all kinds, and other expenses attendant upon a man with a family.

Mr. REYNOLDS. Well, Mr. Chairman, I believe 28 years ago, with economical living—what I mean is living half way respectable, decent, and having something to eat three times a day—I would not exactly say what it would be, but I would live a good deal better than I can now, a great deal better.

I went into a store of the Old Dutch Market Friday. I bought a pound of butter. With a cup of good coffee and a little bread and butter, I can get along for my breakfast. He said, "Do you want the best butter?" I said, "I want the best," and he said, "It is 42 cents a pound." Here about six or seven weeks ago I picked up the Evening Star, and I saw where 24 carloads of butter were being shipped to Russia. It stated in that article that there were 10,000,000 more pounds in cold storage in the United States ready for shipment if they wanted it. How is it that I have got to pay 42 cents a pound for that butter at home, and I will venture the assertion that those Russians are buying that same butter at a less cost than I am.

Mr. NOLAN. What I would like to get for the record of this committee, as far as you possibly can remember, what you consider the advance in the cost of living is now as compared to the time that you took over the cares of the head of the household 28 years ago.

I have already asked you if the men who are working in the same positions that you are working in down there to-day are getting the same wages; that is, that the wages of the men is stationary. I would like to bring out, as far as I possibly can, how the cost of living for those men and the farmers has advanced, without getting any advance from the Government to meet that increased cost.

Mr. REYNOLDS. That is a pretty broad question.

Mr. NOLAN. Let me ask you this question, Mr. Reynolds: Could you, on consultation with your wife, give us any idea about that? She probably would know what she paid for butter some years ago; she probably would know what she paid for meat, and what she pays; what the house rent was several years ago and what the same quality of living quarters would cost to-day. Those are material things I think we ought to know.

Mr. REYNOLDS. That is true.

Mr. NOLAN. And they very largely enter into this question when it is being discussed. The committee was not primarily appointed for the purpose of investigating the cost of living, but that enters into it, and we considered that a part of our duty to find out what men have received for a considerable number of years in the Government, and where we find their wage conditions have remained stationary for a long time we would like to know whether the increased cost of living has affected those men and have it for our own information as to justification, is need be, for the fixing of a living wage; and if you can get that information for us it would be valuable.

Mr. REYNOLDS. It would be a pleasure to me. If you will allow me a day I will go back into that and get the figures, as near as possible, with the assistance of my wife, and, if necessary, I will present it to the committee.

Mr. NOLAN. You can have several days to do that, because it is very important; and if any of your coworkers can assist you in bringing out that information we will be glad to have it, because it illustrates that the Government of the United States right here in the District of Columbia has not been keeping pace with the times as far as taking care of their workers is concerned.

Mr. REYNOLDS. That is very true; it seems so to me, anyhow, just about now.

I know one thing, and that is this, that I could buy coal at $5.50. I bought a half a ton the other day, which cost me $4, for red ash, and in the last three or four months of this winter I have paid on the average of $8 a ton, because I never had $8 with which to buy a full ton; I will buy half or a quarter of a ton, which was the best I could do.

Of course, as I said, I did not think I would come before the committee to-day. I just put my name in with one of the members of the committee, but I just wanted to come before the committee in regard to the different employees of the Government Printing Office.

In the Bureau of Engraving and Printing and in the navy yard there are those mechanics, and I give them credit for getting the wages that they get. At the same time the "under dog," it seems to me, ought to be looked after a little bit better by the Government, because we have got to live just as well as they have, and we have

homes and we have children, and, as I said, it is impossible for a man to exist on the wages we receive.

In regard to rent, I went over here on E Street yesterday, and I rented a house. You might call it jewing, and one thing and another, but I talked to that man an hour, until I got a house for $21, and I know, with the assistance of my wife, I will be able, possibly, to rent a couple of rooms. You see all those things you have got to do in order to try to make both ends meet. If I can rent the rooms—I am taking chances—that will reduce my rent and, of course, give me a chance to buy provisions for my house; and I presume likely every $2 man who has been before you, including this colored man, who works at the office; I imagine he is doing the same work I am trying to do—that is the way we have to exist, and my wife does all the washing and ironing; there is not a thing which goes to the laundry; even the collars, and all that, she does. In fact, we have to do that way. I will possibly be up to-morrow afternoon and give the information asked for, or I will give it to the clerk.

STATEMENT OF MR. R. C. L. MONCURE, ALEXANDRIA COUNTY, VA.; POST OFFICE, ROSSLYN.

Mr. MONCURE. Mr. Chairman, I have a petition from the laborers and employees at Arlington Cemetery, all of the employees there, and I believe this bill is broad enough to cover that situation.

Mr. NOLAN. It is broad enough to cover all employees of the Government.

Mr. MONCURE. I have had the pleasure of reading the bill.

With the permission of the committee, I will read this petition, and then I will make a request of the committee [reading]:

We, the undersigned, employees of the United States Government, working at Arlington Cemetery, in Alexandria County, Va., respectfully request the Labor Committee of the House, in considering the measure known as the Nolan bill for the fixing of compensation of certain Government employees, to give careful consideration to that branch of the service filled by the unskilled laborer. Upon this employee the Government must depend for the performance of all of its manual labor. To properly perform such service the employees must at least be substantially well fed and clothed, and it is submitted that under the steadily and rapidly increasing cost of living the wage now paid does not meet this end, and it is believed that owing to the small pay received by the employees in this branch of the service, that there is more actual suffering in the department of unskilled labor than in any other department of the Government.

Mr. R. C. L. Moncure, who is appointed a committee of one for that purpose, is hereby requested to appear before the Labor Committees of Congress and urge a favorable report upon the Nolan measure.

Respectfully submitted.

H. C. Magoon, superintendent; Joseph Williams, James Honesty, Owen Killian, J. W. Dameron, Arthur Williams, G. Payne, Robert Anderson, Frank McAtee, Fil (his x mark) Marcey, Brent Dye, Horman King, A. J. Dixon, B. Baggett, Clarence G. Holmes, Arthur Holliday, Gus Jackson, Walter Burgess, Eli S. Steadman, John Dye, John Kerns, Thomas D. Seals, Albert Creed, Minor Dodson, J. H. Marcey, George Flaharty, Raymond Beale, D. H. Rhodes, A. C. Weeks.

Mr. NOLAN. Mr. Moncure, could you give us some information for the benefit of this committee as to the wages that are paid these men?

Mr. MONCURE. Yes, sir; I can. I am not an employee there; I am a citizen of Alexandria County. I am an attorney by profession, and I appear here as a friend of these men, not in any paid capacity. I

have lived there a good many years, and I know them all personally, and I know the wages that are paid them, and I know the living conditions of those men. Generally speaking, the laborer receives $1.50 per day for each day he works, being an average, I would say of about $40 a month, and the living conditions in Alexandria County, with the exception of rent alone, are the same for supplies, for maintenance, foods, and clothing as in the city of Washington; that is to say, our people purchase their supplies principally from the city of Washington, and whatever prices govern in this city or obtain in this city, of course, our people must pay.

Generally speaking, the wages of those employees is $1.50, the general laborer. It is almost impossible, I will say to this committee, for a man employed to subsist on the pay they receive, without doing outside work. The hours there, I believe, are 10—I think the day is 10 hours, if I am not mistaken; I will not be sure about that.

In order to subsist, a man with a family must do other work than the work on the Government reservation, because the pay received does not support himself and his family, if he has a family. If a single man he can get along.

It is true that all around the Government reservation many contractors and builders pay their unskilled laborers a better wage than is paid in the Government service, even in Alexandria County.

It is true that the man working upon the road in Alexandria County eight hours a day, and generally in that section of Virginia receives the wage of $1.50, but it is further true that men in all the trades, unskilled though they be, receive $1.72 or $2.25 per day in that section. For instance, I was talking to one of the largest contractors out there yesterday, and he told me he paid his men about $60—really more than the wages in the Arlington Cemetery—from $1.75 to $2.25 per day. So that a time has come when the Government employee, in that large class of people it employs; that is, the unskilled laborer, covering thousands and thousands throughout this country, pays those employees less than is paid by the private man who employs laborers.

When I saw an account in the papers of the offering of this bill, I must say that I was impressed, and greatly impressed; I will also say that I am the person who suggested to these men, many of whom I have known for years and years, known intimately by their first name, and have met them over and over again, and I have told them that now is the time for them to do their little part in awakening interest throughout the country to support this bill, and bring about a fair hearing; because I believe, gentlemen, if this bill has a fair hearing before Congress, that some action must be taken looking to the relief of these people.

I listened with interest a few moments ago to the gentleman speaking for the employees of the Bureau of Engraving and Printing, because I know a great many of the people there; a good many of them live in my section. I know a great many people in the Government Printing Office who are employed as unskilled laborers. Many of them live in Alexandria County, and I know the conditions as applied to those gentlemen will apply to the unskilled laborer throughout the land, and it seems to me it will be a matter of importance to this committee to know the increased cost of living and

how it has affected these men because of their pay continuing stationary.

I do not see, Mr. Chairman, how it is possible for the Government to have a good, first-class unskilled laborer with a family continue in its service at the present day. Certainly you can not have such a person as would be a desirable citizen continue in the employ of the Government as an unskilled laborer and rear a family on the pay he now gets.

Mr. NOLAN. You do not think he could have proper respect for the Government of the United States unless the Government of the United States shows itself a fair employer?

Mr. MONCURE. In other words, that they pay at least equal to the individual employer, and will give a man a chance to rear a family as he might be expected to, and raise good citizens for his country.

Mr. Chairman, I really came here to ask that I might request these gentlemen that a committee of those men might be heard, say, three of them.

Mr. NOLAN. I should say if they come over to the Committee on Labor room in the Capitol Building to-morrow morning they will undoubtedly be heard. These hearings I do not close, because we have a number of others to hear, and I am sure that Mr. Mayer, the chairman of the committee, who has just come in, would be glad to extend every courtesy, because that is the information we want.

Mr. MONCURE. These people can give this information, and a committee of three will desire to be heard for not over 10 minutes, and one person will do the talking.

The CHAIRMAN. How many men are involved?

Mr. MONCURE. Twenty-seven. They represent a condition generally existing on the Government reservations throughout the country.

The CHAIRMAN. What are their wages?

Mr. MONCURE. About $1.50.

The CHAIRMAN. Let them come over to the committee room to-morrow morning at 10 o'clock, and we will hear them.

Mr. MONCURE. I thank you very much for giving me the time.

(Thereupon, at 4.20 o'clock, p. m., the committee stood adjourned to meet to-morrow, Wednesday, March 22, 1916, at 10 o'clock, a. m.)

SUBCOMMITTEE OF THE COMMITTEE ON LABOR,
HOUSE OF REPRESENTATIVES,
Washington, D. C., Wednesday, March 22, 1916.

The committee this day met, Hon. James P. Maher presiding.

STATEMENT OF MR. JOHN W. SKINNER.

Mr. MAHER. Whom do you represent?

Mr. SKINNER. I represent the blacksmiths' helpers, of the Brooklyn Navy Yard.

Mr. MAHER. You may go ahead and make your statement.

Mr. SKINNER. The grievance of the people whom I represent is that they are not getting a wage that is commensurate with the work

that they perform. Years have gone by since they have received a raise. With the permission of the committee, I should like to read from this statement which I have here. When I first went to the navy yard I was receiving $2 per day. The rate previous to April 1, 1892, was $2 per day. The rate from April 1, 1892, to January 1, 1906, was $2.24 per day. The rate from January 1, 1906, to the present date, has been $2.48 per day. Several years ago an allowance of 16 cents increase was authorized, and it was supposed that the ratings would be as formerly, and that the $2.48 men would be advanced, as previously, to $2.64; that the $2.24 men would be advanced to either $2.40 or to $2.48; while the $2 men would be advanced to $2.16 or $2.24. The officers in charge changed, as formerly had been done, and increased only less than one-half or about one-third, of the $2.48 force, placing men at the second rate who should be advanced, thus depreciating their value, although admitting them to be excellent men. Other rates remained the same. I mean by that that when this increase was made we were all under the impression that the men who were rated as first-class helpers were going to be raised, and that the increase was going to be a general one, but in place of that, to our very great surprise, we found in a very short while that the board——

Mr. MAHER (interposing). To what board do you refer?

Mr. SKINNER. The wage board. As I say, we found that in place of all the first-class men who were getting $2.48 per day being raised to $2.64 per day, there were only 10 men who received that increase. Now, having been a first-class helper all along, when these extra men were given this increase, according to the rules of the yard, I was placed in the second class; that is, I had a second-class rating. It did not lessen my ability one iota as a helper, but it certainly took away from me what I expected I was going to get under that increase of 16 cents. The highest rate paid now to these helpers in the shop—these 10 or 12 men—is $2.64. It does not seem to me that it is possible at the present time for these men to receive what they should get. We do not believe it was fair when this increase was made that some of these men who were rated first class should be discriminated against. We do not understand the justice of that discrimination. We do not understand why we should receive only $2.48 while these other men receive $2.64.

Mr. MAHER. What are the wages paid for similar work in the vicinity of the navy yard?

Mr. SKINNER. The rates paid in the vicinity of the navy yard, so far as my recollection serves me, run from $2.55 to $3.08.

Mr. MAHER. What is the rate of wages paid for that class of work by the municipal government of New York?

Mr. SKINNER. The department of yards, docks, and ferries, the municipal department, the bridge department, the fire department, and the street cleaning department pay——

Mr. MAHER. What is the minimum wage? That is what I want to get at.

Mr. SKINNER. In the municipal departments?

Mr. MAHER. In those departments that you have just mentioned.

Mr. SKINNER. $3.50.

Mr. MAHER. That is the minimum?

Mr. SKINNER. $3 is the lowest; $3.50 is the highest.

Mr. MAHER. In the other institutions where they do that kind of work, outside of the city government, what do they receive?

Mr. SKINNER. I do not know; I can not answer that question. I can not answer in regard to the city departments, for I do not know just what their rates are, but those who work for private concerns and do forging and work of that kind, receive higher rates than those paid by the Government at the Brooklyn Navy Yard.

Mr. MAHER. Are you a man of family?

Mr. SKINNER. I am a married man, but at the present time I have no children.

Mr. MAHER. Then, you can not speak from personal knowledge in regard to how a man of family can live on the amount of money he receives?

Mr. SKINNER. Mr. Chairman, I would say that I can not see from my experience how it is possible for any man who has a family of two or three or more children to exist at the present time, considering the high cost of living. I can not see for the life of me how he can live and keep out of debt. I can not see how it is possible for that man to get along. I am satisfied that something must go shy. They must necessarily deprive themselves of something which would otherwise be furnished if they were receiving the wages that they should receive. They have to deprive themselves of some of the necessaries of life. The present cost of living has been discussed so thoroughly that I believe it is needless to bring it up. It is impossible for a man to live under present conditions. I want to say that he can not get along and live in a half-decent neighborhood. I can not understand how he can get along on such a small wage as is now being paid. I have heard this from their own lips.

Mr. Chairman, they tell me that it is absolutely impossible for them to get along as they should and give their families the care that they should have on the wages that they are now receiving. Of course, they would be able to do better if they were receiving more. At the present time I know of quite a number of men in the shipsmith's department and the blacksmith's department of the navy yard who are fathers of large families. They live in the same neighborhood that I do, and I can not for the life of me see how they manage to get along. Three dollars per day would certainly be a half-decent limit for a man to get along on.

Mr. MAHER. If you have any data or printed matter which you wish to leave with the committee for its information, you may do so.

Mr. SKINNER. I want to say that we have been waiting for an increase for a long time. We have been living in hopes that we would get it, and that is why many of us have been in the employ of the Government so long. We understood the rule was that the wage board sat twice a year. They raised us once from $2 to $2.24. As the years went on we lived in hopes of getting more. We looked to the Government for help, and we knew that this wage board convened twice a year for the purpose of considering raises. For that reason we saw fit to stay with the Government, hoping that we would receive wages equivalent to those paid on the outside.

Mr. MAHER. When did you receive the last increase?

Mr. SKINNER. Nine years ago.

Mr. MAHER. And ever since that you have submitted data to the wage board showing the conditions which prevail in your trade outside of the yard as you did here to-day?

Mr. SKINNER. Exactly.

Mr. MAHER. But with no result?

Mr. SKINNER. With no result outside of these 10 or 11 men.

Mr. MAHER. I am now asking when you received your last increase.

Mr. SKINNER. As I said, that was nine years ago.

Mr. MAHER. Have you received any increase since then, or have any other men received an increase since that time?

Mr. SKINNER. No, sir; I have not.

STATEMENT OF MR. GEORGE W. DAWSON.

Mr. MAHER. Whom do you represent?

Mr. DAWSON. I represent the watch force of the Treasury Department. I have brought a statement here of my living expenses that I shall read to the committee.

Mr. MAHER. You may submit that and avoid the necessity of reading it.

Mr. DAWSON. All right.

Mr. MAHER. If you have any figures you may read them.

Mr. DAWSON. My expenses for the last year have been as follows: Rent, $180; grocery bills, $395; fuel, $52; insurance, $44.37; clothing, $180. That has not been with one suit of clothes for the 12 months. My car fare, when I had it, amounted to $24.80; medicine, $25.22; doctor bills, $10; household goods, $24; moving bills, $10; dentist's bill, $14; other expenses, $24.75; amount spent for pleasure, $10.20; milk bill, $33.60; shoe mending, $4.80. The total is $1,032.74. My salary has been $720 per annum. That leaves a balance of $312.74 which amount was sent to me from home. My father sent me that to finish up paying my expenses.

Mr. MAHER. Have you a family?

Mr. DAWSON. I have a family of four children.

Mr. MAHER. Four children?

Mr. DAWSON. Yes, sir. The youngest one is 3 and the oldest one is 8.

Mr. MAHER. You find that every year you run behind?

Mr. DAWSON. Yes, sir; every year I run further behind than the year before, because the cost of living is increasing each year. As I understand it, the wage scale has not changed since 1854. In that year you could buy butter at 8 cents a pound; you bould buy eggs at 10 cents per dozen; potatoes at 25 cents per bushel. I am now paying for butter, 38 cents per pound; while eggs cost 35 cents per dozen, and potatoes $1.30 per bushel.

I am not only here to represent my own interest, but also the entire watch force of the Treasury Department. I am here to ask this honorable committee to raise the subclerk's salary to $90 per month. I have a wife and three children depending on me for support.

I am a watchman at the Treasury Department. My salary is $720 per year. My expense has been greater than my salary during my stay in Washington. The high cost of living in this city makes it impossible for me to stay here at $720 per year. Our salaries have

not changed any since 1854, but prices of groceries have. In 1854 you could buy butter at 8 cents per pound; eggs, 10 cents per dozen; potatoes, 25 cents per bushel; and now butter per pound is 38 cents, eggs 35, and potatoes $1.30 per bushel. My expenses have been for the last year as follows:

Rent (a cheap house)	$180.00
Groceries	395.00
Fuel	52.00
Insurance	44.37
Clothing	180.00
Car fare, when I had it	24.80
Medicine	25.22
Doctor's bill	10.00
Household goods	24.00
Moving bill	10.00
Dentist bill	14.00
Railroad ticket	24.75
Spent for pleasure	10.20
Milk bill	33.60
Shoe mending	4.80
Total	1,032.74
Salary	720.00
Deficit	312.74

which was sent to me from my home in West Virginia to finish paying my expenses. Gentlemen of the committee I hope that you will consider this raise in our salary. I will close by thanking you in behalf of the Treasury watch force.

STATEMENT OF MR. MARTIN W. GANSBERG.

Mr. GANSBERG. I respectfully request that I be permitted to read this statement to the committee to begin with. I think it will save time, and it may be that you, gentlemen, will desire to ask questions in regard to the veracity of the statement I am about to make. I want to say, before I begin, that I will not read all of it, but those parts which I omit can be read by the committee.

WASHINGTON, D. C., *March 20, 1916.*

Hon. JAMES P. MAHER,
Chairman Committee on Labor, House of Representatives.

DEAR SIR: Your honorable committee being convened for the purpose of receiving testimony in order to secure legislation to alleviate the sad conditions prevailing among some of the employees in the Federal service (including the nether classes) such as mechanics, watchmen, firemen, and laborers, I, as one of this class, respectfully place before your committee some true facts regarding one of these classes, namely, the men who served as watchmen in those great and prosperous institutions, the National Museum and the Smithsonian Institution.

For the present I will eliminate any statements regarding the high cost of living, as I am sure the committee is, up to date, plentifully burdened with that kind of data, and will confine myself, as briefly as possible, to the varied and numerous duties we perform for $60 per month, and which require qualifications not required of the poor fellow employed in markets, stables, etc., as watchmen.

I will begin by stating all the duties that are performed—that I can remember—by both the day and the night men. The day men patrol hard stone floors (being relieved a few minutes in the morning and in the afternoon for the toilet); answer all kinds of questions pertaining to Washington; the exhibits; the buildings in which we are employed; and very often answer some

questions not at all pertaining to our work; operate a switchboard, or rather most of them do; wear a uniform (which the watchmen pay for themselves); act as receiving clerks; carry heavy revolvers; and are sworn as special officers. They receive four hours off every other Sunday morning. The building is open 365 days each year.

Plenty of decoration and equipment on this job, but not enough of the long green.

All these duties, especially the questions we are asked are invariably performed with good grace, to which our superiors will testify.

The night men are required to become familiar with three large buildings and two smaller, namely, the old and new museum and the Smithsonian. They turn clocks while on rounds, in the meanwhile making careful inspections of numerous rooms, fire apparatus, etc. Those who are assigned to the new building turn 38 clocks while on rounds and walk 10 acres or more in this building. While stationed in halls they turn clocks hourly on doors, mutual district signals hourly, discipline being necessary in all well-governed establishments, penalties prescribed for missing clocks, signals, being late for duty, late in making rounds, etc. I am taking great care not to miss any of these signals, as I do not want good Government ink wasted in writing these neglects against my record, and they might also affect my chances for kingdom come! The night men also operate the switchboard, take the time of employees accurately, and have to be careful whom they admit into the building after the regular hours.

The day and night men receive less time off than in most of the departments. This is not the fault of our superiors, but probably because of our being employed in a museum. The captain of the watch, with so many responsibilities, grants us all the time off that he possibly can without leaving the watch too short, but his good intentions are often frustrated for various and good reasons.

The salary we are now receiving is not conducive to the well-being of the men or their families; men who guard valuable property that money can not replace, and this in a country the grandest on earth and with the best Constitution and principles ever framed.

But recently I learned that distressing conditions existed in the families of two of the men; being unencumbered I managed to secure $25 for one of these men. They are both men who do not drink, are good husbands and fathers, and, like others in higher walks of life, endeavor to live respected and die regretted.

Being one of this humble class, I fully understand, better than my more fortunate and powerful brother, what a small salary means, especially when the doctor, etc., comes around to be paid, and, in conclusion, I respectfully thank your honorable and democratic body for being given the opportunity to present this communication.

Yours, very respectfully,

MARTIN W. GANSBERG,
Watchman, Smithsonian Institution and National Museum.

Mr. MAHER. Do you have to wear a uniform?

Mr. GANSBERG. No, sir; that is the reason I got off the day work.

Mr. MAHER. Do the people whom you represent have to wear uniforms?

Mr. GANSBERG. I do not represent anyone in particular. I came up here hoping that I might have the privilege of making a statement before this body. However, the men are satisfied with what I am doing. There is no opposition to what I am doing here. I do not represent them, though.

Mr. MAHER. Did you pass a civil-service examination?

Mr. GANSBERG. Yes, sir.

Mr. MAHER. Do the men that work there have to wear uniforms?

Mr. GANSBERG. Yes, sir.

Mr. MAHER. Do they have to pay for their uniforms?

Mr. GANSBERG. Yes, sir.

Mr. MAHER. What is their salary?

Mr. GANSBERG. They get $60 per month, sir.

STATEMENT OF MR. STANTON ALGATE.

Mr. MAHER. Whom do you represent?

Mr. ALGATE. I do not represent any branch of the Government. I just came here to ease my own mind on the subject of the low wages paid to skilled laborers in the Government departments. I can not see for the life of me how this Government, or how Congress, appropriating such large sums of money for different objects, can let its skilled workers really starve to death for the want of sufficient funds to buy substantial foods.

Mr. MAHER. Are you now in the employ of the Government?

Mr. ALGATE. I am employed at the Government Printing Office.

Mr. MAHER. What is the nature of the work that you do?

Mr. ALGATE. Well, I am a regular employee. I am regularly employed as a continuous trimmer; that is, I am a helper. In the Government Printing Office, when they get a little political aid and get more money they are designated as helpers. I do not quite understand that myself, although I have been there three years. I know that there is no system and no merit. I am positive of that.

Mr. MAHER. Who is your Congressman?

Mr. ALGATE. My Congressman is Mr. Mott.

Mr. MAHER. Go ahead with your statement.

Mr. ALGATE. I entered the employ of the Government Printing Office May 12, 1913. On the succeeding 12th of May I will have been there three years. I am still getting $12 a week, or $24 every two weeks, because that is the way they pay; $52 a month is the most I can possibly make if I put in all the time I possibly can.

Mr. MAHER. Are you a married man?

Mr. ALGATE. Yes, sir.

Mr. MAHER. Have you a family of children?

Mr. ALGATE. Yes, sir. I have bought one suit of clothes since I have been in the Government Printing Office, a period of three years. I have had no overcoat. It looks to me very much as if a man who is not paying his honest debts is stealing. I have heard it argued, pro and con, that if you do not pay your honest debts you are stealing. If that is so, the United States Government is making a good many thieves of the skilled employees in the Government Printing Office. I think there are in the neighborhood of 2,000 skilled laborers in the Government Printing Office. I have attended all the sessions of this committee on this bill, and I have heard all the data that has been turned in, pro and con, and I do not think it will be necessary for me to furnish any data.

Mr. Holder, representing the American Federation of Labor, I believe, had some data that called for $767.95 as the cost of living for a family of five. If that is a conservative estimate—and there have been estimates put in for a great deal more than that—you can readily see how impossible it is for a skilled laborer who gets $624 a year to live. As I said before, $624 is the most he can make if he does not lose any time. If he does lose time over there, he does not get any pay. If he loses any time in the Government Printing Office he does not get any money, because the annual leave accrues. Now, if that is a conservative estimate, it seems to me that there must be some slipping over there at the Government Printing Office. I know that I am slipping. I am unable to put in any data myself, for the simple

reason that I have been trying to run a rooming house in order to help pay my expenses. My father lives in the city of Washington. In fact, he lives at the same house with me, and if it were not for that, I do not know what I could do with the wages that I receive.

As the gentleman who preceded me has said, I have been living in hopes that the conditions existing with respect to the skilled laborer class of people at the Government Printing Office could be brought before Congress in such a way that it could not help but meet their demands and alleviate their sufferings, you might say.

STATEMENT OF MR. R. C. L. MONCURE.

Mr. MONCURE. The committee very kindly allowed me to bring a committee of three from the Arlington Cemetery. There is one gentleman who would like to make a short statement. I have ascertained that the wages received there by the men is $40 a man. There are 29 working there. With the exception of the superintendent, who gets $100 a month, and the overseer, who gets $60 a month, the men get $40 per month. That comes under the War Department. One of those gentleman would like to make a short statement.

STATEMENT OF MR. JOHN C. KERNS.

Mr. MAHER. Whom do you represent?

Mr. KERNS. I am a laborer at the Arlington National Cemetery.

Mr. MAHER. Does that come under the Government?

Mr. KERNS. Yes, sir; that comes under the War Department.

Mr. MAHER. Will you make a statement as to how your condition would be affected by this bill and the necessity for this bill?

Mr. KERNS. I want to say, in the first place, that $40 a month is not enough money to live on. We can not exist upon the present rate of wages. A man of family can not live upon the present wage.

Mr. MAHER. Are you a man of family?

Mr. KERNS. I have a wife and one child. I have been employed there 14 years. We have been waiting and hoping that something else would turn up, but there seems to be nothing better happening. There has been no increase whatever.

Mr. NOLAN. You do not get anything in the way of subsistence?

Mr. KERNS. No, sir; there are no rations or anything, only $40 per month, or $1.50 per diem. Eight or nine of the men get $40 per month. The rest are all per diem men, at $1.50.

Mr. NOLAN. What are the hours?

Mr. KERNS. We work eight hours a day.

Mr. NOLAN. Do you have to work on Sundays?

Mr. KERNS. A man generally has one Sunday a month, probably two. Some months with five Sundays a man will catch two Sundays.

Mr. NOLAN. Off or on?

Mr. KERNS. With two Sundays on. We have to work on Sundays and legal holidays. We have to work any time and in all kinds of weather. That makes it very, very bad. To-day, for instance, we have five funerals. That work is all outside work and it makes it very bad for us. A man can not afford to clothe himself and his family or keep well shod.

Mr. MAHER. Do you have any other source of income?

Mr. KERNS. None whatever.

Mr. NOLAN. The petition filed by Mr. Moncure takes in all the men that you are representing to-day?

Mr. KERNS. Yes, sir; they are all taken in.

Mr. MAHER. Just a minute; is there any other cemetery in Washington where men do similar work?

Mr. KERNS. Yes, sir.

Mr. MAHER. Where they work similar to what you do?

Mr. KERNS. Yes, sir; there are such cemeteries.

Mr. NOLAN. How are those men paid?

Mr. KERNS. They get $1.75 to $2.25.

Mr. MAHER. Per day?

Mr. KERNS. Yes, sir.

Mr. MONCURE. May Mr. Holiday say just a word? He desires to make a short statement.

Mr. MAHER. Yes, sir.

STATEMENT OF MR. ARTHUR HOLIDAY.

Mr. HOLIDAY. I get $40 a month and my car fare is $5 a month. I have been there eight years. I have a wife and three children. We can hardly get along. I will say that if it were not for a rich lady in this town who furnishes clothing for me and my family we would not be able to pull through. I have been a faithful and good man for eight years, and they can not find a flaw in my record. Every time I ask for a raise they say, "If you are not satisfied, you know what you can do." Taking into consideration the high cost of living, it takes every cent that I can get to take care of my family and feed them. I have not got decent shoes on my feet. How can a man live on such wages as that?

Mr. MAHER. I can not answer you.

Mr. NOLAN. Do you live in the District?

Mr. HOLIDAY. No, sir; I do not. I live at Falls Church.

Mr. NOLAN. You live on the other side?

Mr. HOLIDAY. Yes, sir; I live on the other side.

Mr. NOLAN. Do you rent your place?

Mr. HOLIDAY. Yes, sir. It costs me $8 a month.

Mr. NOLAN. That is out in the country?

Mr. HOLIDAY. Yes, sir; that is out in the country.

Mr. NOLAN. Do you have a little garden or anything?

Mr. HOLIDAY. Yes, sir; I have a little garden, but I have very little time to take care of it. I have to get out in the morning at quarter to seven and quit at five. A man who digs graves all day long does not have time or feel like working hard afterwards. Many times I have been up to my knees in mud and water. Digging graves is very hard work, and a man does not have time to do much of anything else.

Mr. NOLAN. How old are your children?

Mr. HOLIDAY. The youngest one is 12 years of age; the next one is 16; and the oldest one is 18. I have two girls and a boy.

Mr. NOLAN. Are they helping to support the family?

Mr. HOLIDAY. Well, they help all they can. Of course, they can not do a great deal.

Mr. NOLAN. You could not get along unless you got some help, could you?

Mr. HOLIDAY. I have to get along the best I can. A man can not pay his honest bills. I do my buying and dealing in town. I buy the cheapest things a man can live on—hominy and beans. We have to pay 20 cents for navy beans, and 7 cents a quart for hominy, and 30 cents a peck for corn meal.

Mr. NOLAN. I suppose you know what beans and other commodities like that cost some years ago. That is the sort of information this committee would like to have. Can you furnish us with that?

Mr. HOLIDAY. I bought them many times for 8 cents a quart.

Mr. NOLAN. Could you give us that information? Can you get in touch with your good wife and give us some idea of the difference in the cost of commodities some years ago and to-day. You have told us that you could get beans for 8 cents a quart.

Mr. HOLIDAY. Of course, I am not an educated man.

Mr. NOLAN. Mr. Moncure would be able to help you out on that. If you could give us that information, we would be glad to have it in the record.

Mr. HOLIDAY. My wife takes in sewing and that helps a great deal.

Mr. NOLAN. I do not see how you could exist if you did not have help.

Mr. HOLIDAY. My wife takes in sewing and that is the way we get along. This is not the time to change places; this is not the time to change one place for another. If you let one job get away, of course you may not get another one. That is why I have been holding on to this and have been asking for a raise ever since I have been there, but they keep putting me off.

Mr. MONCURE. I will consult with his wife and the wives of the other men and submit a list of the necessities and the prices of them in former years as compared with to-day.

Mr. NOLAN. We will be glad to have that information.

STATEMENT OF MR. FENWICK BUSH.

Mr. MAHER. Do you represent any association?

Mr. BUSH. I represent the skilled laborers in the Government Printing Office.

Mr. MAHER. Have they an association?

Mr. BUSH. They have no association. I am just representing the employees there.

Mr. VAN DYKE. There was a representative from your branch before the committee yesterday, I think.

Mr. BUSH. Yes, sir; I think there was.

Under the present system down there there is no distinction made between the skilled laborer and the ordinary laborer. We receive 25 cents an hour, or $2 a day; that is, if we put in a full day's work. Some few of the skilled laborers who are fortunate enough receive a few pennies more than $2 a day, but the masses of the skilled laborers and all of the laborers of the Government Printing Office receive $2 a day. As a man of family, consisting of a wife and two children, I find it almost impossible to exist on $2 a day. I have seen the figures in the papers as quoted by some of the gentlemen who have

spoken previously or who have previously appeared before this committee. The figures that have been presented bring everything down to the very least possible amount that a man could possibly exist on. They omit several things, however. In one or two instances they could, perhaps, have cut a certain item down, but in other instances they have certainly made them far too small. With very few exceptions, they have not made any provision for medicine or for a sick day. It is really lamentable to see what some of the men in the Government Printing Office have to do in order to get along. They have to borrow and do all sorts of things like that in order to get by. Some of the most appalling cases appear when sickness visits the home of one of these men. I have known cases where a man has been down for weeks at a time, with a large family and with great responsibilities upon him, with absolutely no means of support coming in other than the wage he would be getting if he were at work in the Government Printing Office. When a man comes out from a thing like that I would like to know how he can catch up.

Mr. MAHER. Doesn't the Government Printing Office pay wages during the period of illness?

Mr. BUSH. No, sir; none whatever. These men receive absolutely nothing.

Mr. VAN DYKE. You say "catch up." You mean to imply by that that they are in debt?

Mr. BUSH. Yes, sir.

Mr. VAN DYKE. Do any of these men use what is known as the "loan shark" in order to pay their bills?

Mr. BUSH. They used to prior to the enactment of the loan-shark bill. Since then they have done the best they could. Some of them make themselves slaves to installment houses, buying goods on credit. As a result they can not possibly catch up, so that the Government Printing Office is being flooded continually with complaints.

Mr. MAHER. Is it true that the men at the department at times take up collections to help some of these men?

Mr. BUSH. I have known of cases like that, but not very recently.

Mr. NOLAN. It is hardly possible to give assistance to another man when you do not get enough to take care of yourself?

Mr. BUSH. That is true; but in such cases as that they generally go to the higher-paid men.

Mr. VAN DYKE. You say that they buy on the installment plan. As a matter of fact, when you buy on the installment plan the cost of each article that you purchase is higher than it would be if you had the cash to pay for it at once?

Mr. BUSH. Yes, sir; that is true.

Mr. VAN DYKE. So that tends to keep you continually in debt?

Mr. BUSH. Yes, sir. The installment houses are few in number. If you buy from a house where you have to pay cash oftentimes you can catch a sale, when you will only have to pay, perhaps, one-half of what the article ordinarily costs. You can get a reduction. But when you go to an installment house you have to pay more for the article and can not take advantage of any sale of that kind.

Mr. NOLAN. Do you know whether the loan sharks are still operating?

Mr. BUSH. No, sir; I do not think they are. They are not operating in the Government Printing Office, anyhow.

Mr. NOLAN. Do you know whether the men are going to them, either in Washington or over in Virginia?

Mr. BUSH. I do not know. I can not say as to that.

I will say that when this bill was presented it naturally put us all on the "anxious seat." It is being discussed at the Government Printing Office and it is in the air over there. When the opportunity was presented to appear before this committee, we were glad to take advantage of it, and I have been honored by being selected to make a statement here to-day, in order that I might give you some idea of the appalling instances that exist at the Government Printing Office.

There is also another very bad thing that exists over there, according to my way of thinking. It has been partly touched upon by the gentleman who spoke just before me. I refer now to the fact that there is no distinction made between the unskilled laborers' pay and the skilled laborers' pay. If that condition could be done away with I think in many instances it would help to increase the pay and get better wages for the skilled men. Then we would have laborers doing the right kind of work; that is, the skilled men would be doing what is really skilled work. As it is they put a laborer right alongside of a skilled man, and when a man asks for more money they use that as a weapon and say, "The laborer is doing the same class of work that you are doing."

In some cases there are men doing laborer's work, and they are favorite sons; that is, the foreman under whom they are working likes them, and they are getting more pay—$2.40 and $2.80, and the like.

Mr. MAHER. It is true that some of your men, after working all day, go out in the evening and do work as waiters at different affairs, such as banquets, and so on?

Mr. BUSH. Well, yes, sir; I think that is true. I have heard of such instances among the colored men. There are a few, I think, who really do such things as that. They are men of large families, who, perhaps, followed that occupation before they came into the printing office, and they are in with these people who can afford to give these affairs. They naturally do these things for the purpose of helping themselves and their families.

Mr. NOLAN. There is one question I want to ask you about the families of these men: Do any of the wives of the laborers in the Government Printing Office have to go out and do work during the day—that is, do they take in washing in order to sustain the family?

Mr. BUSH. Oh, yes; there are quite a number of them. They could not get along if it were not so. In order for a man to get a livable house that is in a sanitary condition in this city, he has to pay not less than $20 per month. If he gets it for that amount he has a bargain. The average rent in this city for a house that is fairly respectable and on a front street, where he can have plenty of light and sun for his children, is from $25 to $30.

Mr. VAN DYKE. Is that true throughout the entire city?

Mr. BUSH. I won't say that about south Washington. It may be true that you can get a cheaper house down there, but most of the houses in south Washington have no modern improvements.

Mr. VAN DYKE. Why do you think that is so? In other large cities you can get modern houses on the outskirts of the city at from $15 to $20 per month. Why can you not do that in Washington? Have you any ideas of your own on that question?

Mr. BUSH. Yes, sir; I have. As a matter of fact, to come right down to the truth of the matter, while I have an individual opinion, I do not like to express it. One of the reasons, however, is that Washington has a large rent scale.

Mr. VAN DYKE. There seems to be a great number of empty houses around the city.

Mr. BUSH. There are a number of them, but if you go inside of the houses and look at them, you will not want to live in them. In addition to that, a great many of the rents are so high that the people can not afford to rent the houses. You will find that there is a great tendency on the part of the people to live in apartments and to rent rooms, owing to the low scale of wages. Naturally, that causes a scarcity of tenants for these houses.

Mr. VAN DYKE. You do believe, then, that it is a forced valuation?

Mr. BUSH. I really think so, to a large extent. I believe that it is a forced valuation in more than one way.

Mr. VAN DYKE. You know that they differentiate between the skilled laborer and the unskilled laborer in some cases?

Mr. BUSH. Yes, sir.

Mr. VAN DYKE. To the extent of about $120 a year—the difference between $600 and $720.

Mr. BUSH. Yes, sir. The skilled laborer stands in rather a peculiar position. If you take the pressman, printer, carpenter, blacksmith, and painter, you will find that they receive a certain salary. The minimum is the maximum. The same is true of the laborer in the Government Printing Office; the minimum is the maximum. As to the skilled laborer, they claim that he can go all the way from $2 to $4 a day; but, of course, there are few who get $4. You can count them on one hand. Most of the men stay right at $2, while just a few get more. You will find once in a while a liberal-minded or liberal-hearted man who will recommend increase in pay for some of his men.

Mr. VAN DYKE. What proportion of the men receive more than $2, taking into consideration the night shift?

Mr. BUSH. I would say about 1 in 15.

Mr. VAN DYKE. To be conservative, there are at least 11 out of a dozen receiving $2 per day?

Mr. BUSH. Yes, sir; at least.

If there are no other questions, I thank you, gentlemen, for having permitted me to appear before this committee to make a statement.

(Thereupon, at 11 o'clock, the committee adjourned.)

SUBCOMMITTEE OF THE COMMITTEE ON LABOR,
HOUSE OF REPRESENTATIVES,
Washington, D. C., Thursday, March 23, 1916.

The subcommittee met at 2 o'clock p. m., Hon. James P. Maher (chairman) presiding.

STATEMENT OF MR. LESTER ROSENBERG, OF NEW YORK, REPRESENTING THE MACHINISTS' HELPERS AND GENERAL HELPERS, BROOKLYN (N. Y.) NAVY YARD.

Mr. MAHER. Mr. Rosenberg, will you state how this bill would affect you and the necessity for such legislation?

Mr. ROSENBERG. Yes, sir.

Mr. Chairman and gentlemen, as an employee of the Brooklyn Navy Yard, or Government, rather, we are working under conditions which confront us to-day which are such that we are hardly able to make a living with the wages we get. We have been fighting for an increase of wage right along, but it does not seem to be coming our way. We have made several requests at the yard, and were turned down. We were unable to send anybody to Washington, because our salary does not allow us to send a man. Finally we came to the conclusion we were compelled to do something in order to send a man down here.

Being as I am here, gentlemen, I want to tell you that with the high cost of living and the high cost of rent in the vicinity of Brooklyn it is impossible to live on what we are getting. We have not had an increase in the Brooklyn Navy Yard in 17 years, as far as the helpers are concerned. And when we enter the service we are asked how long we have had experience in that particular trade, and if we have had no experience we are not accepted. So, naturally, as experienced men I should think we ought to be entitled to a little compensation from the Government.

Mr. MAHER. Are you a married man, Mr. Rosenberg?

Mr. ROSENBERG. Yes, sir. We have men employed in the Brooklyn Navy Yard as helpers for the past 22 years and I think it is dead wrong to allow a man to continue working that long without giving him a little compensation.

Mr. MAHER. In the plants adjacent to the navy yard, in Brooklyn, what do they pay the helpers?

Mr. ROSENBERG. In the surroundings of the navy yard between $2.50 and $3.

Mr. NOLAN. On a similar class of work?

Mr. ROSENBERG. Yes, sir. We were requested by the wage——

Mr. MAHER. Will you name some of those plants?

Mr. NOLAN. Before he leaves that, Mr. Chairman, if you will just let him finish that answer.

Mr. ROSENBERG. We were requested by the wage board to procure data on the wage question. We procured data and presented it to the wage board at the Brooklyn Navy Yard and there is also a copy of it in Mr. Oliphant's hands. We presented that data to the wage board and Capt. Bird said he would look after it. He was the presiding officer. Then he notified us that our data was no

good. But the wage board of the Brooklyn Navy Yard got the same identical data from the same concerns that we have, but that is a confidential matter. I do not see why ours should not be taken. We have proved to them what the men surrounding us in the same trades are getting. There was only one thing that the wage board showed on us: They claimed that the department stores like John Wanamaker's, employing two machinists helpers, and Abraham & Strauss, employing two or three, were getting at the rate of $1.80. Now, gentlemen, I do not think we can compare a department store with the ship. Some gentlemen probably do not know the conditions, but we have conditions down on that ship that are almost unbearable.

Mr. NOLAN. You mean the shipyard?

Mr. ROSENBERG. No; the ship itself. In the wintertime you can not get clothes enough to keep you warm. And I will tell you what little clothes we have, we have to make the best of it, and I hope and trust you gentlemen will look into that matter and see if you can not help us along in securing a better livelihood than we are getting at present.

Mr. MAHER. When you go in there you have to pass a civil-service examination?

Mr. ROSENBERG. All those that were taken into the yard up to December 7, 1912, were classified on the civil service; and all those that came into the yard afterwards must go through a slight examination.

Mr. MAHER. If you were to be indefinitely furloughed or discharged for lack of work and you were seeking to be reemployed by the navy-yard officials, you would have to go through a very strict examination and be examined physically, would you not?

Mr. ROSENBERG. Yes, sir.

Mr. MAHER. And if there was an defect physically, they would reject you?

Mr. ROSENBERG. Yes, sir.

Mr. MAHER. Regardless of whether those defects were caused by employment in the yard during the number of years you worked there?

Mr. ROSENBERG. That absolutely has nothing to do with it, gentlemen. Regardless of what happens to you, it makes no difference. If a man breaks his arm in the navy yard, he is entitled to compensation until he is physically able to return to work; but if he is discharged after that, if he tries to return, the doctor disqualifies him and he is not able to enter after that, regradless of where he was injured.

Mr. MAHER. He has to pass this very strict examination?

Mr. ROSENBERG. Yes, sir.

Mr. NOLAN. Suppose a man does not happen to be injured in the yard, but he has worked there for a great many years and has given efficient and satisfactory service in the line in which he is employed, and suppose he should be furloughed or laid off for lack of work, due to a slackening up of the work or insufficient appropriation, in coming back to the yard he has to pass a physical examination?

Mr. ROSENBERG. Yes, sir.

Mr. NOLAN. And no allowance is made for his experience?

Mr. ROSENBERG. Absolutely none.

Mr. NOLAN. Or long service prior to his furlough?

Mr. ROSENBERG. No, sir.

Mr. NOLAN. Now, Mr. Rosenberg, you say that there has been no increase in 17 years?

Mr. ROSENBERG. No, sir.

Mr. NOLAN. We had a helper before this committee the other day who has not had an increase, as he stated, in 19 years. Do you know whether it dates back further than 17 years?

Mr. ROSENBERG. To my own estimation, the average salary of the yard was $2 per day. I think it is about 17 years ago. Then the rate came up to $2.24, and since then it has remained that. And I assure you gentlemen there are a good many who are fighting even for the 24 cents and can not get it, which they are entitled to. There are a good many of our helpers who have been recommended time and time again by their master mechanics, coming into the yard at $2 a day and have been recommended for 24 cents, and they can not get it. It is being held off some way or other.

Mr. NOLAN. Can you give us any idea of the number of men who are getting the $2.24 rate and the $2 rate?

Mr. ROSENBERG. Yes, sir; the majority are getting $2.

Mr. NOLAN. Some of those men have been there a good many years?

Mr. ROSENBERG. We have men at the rate of $2 who have been in three years and over and have been recommended for the 24-cent rate several times. And I do not know why they should not get it. I think it is little enough.

Mr. NOLAN. How long have you been employed in the yard?

Mr. ROSENBERG. Four years.

Mr. NOLAN. Have you any evidence you could give this committee regarding the increase in the cost of living in recent years?

Mr. ROSENBERG. Yes, sir.

Mr. NOLAN. Are you prepared to give it to us at this time, or can you furnish it?

Mr. ROSENBERG. No, sir; I can furnish it.

Mr. NOLAN. Would you do that?

Mr. ROSENBERG. Yes, sir.

Mr. NOLAN. We would be glad to have it.

Mr. ROSENBERG. All right, sir. I thank you very much.

STATEMENT OF MR. THADDEUS E. McGOWAN, REPRESENTING EMPLOYEES OF THE OFFICE OF PUBLIC BUILDINGS AND GROUNDS, WASHINGTON, D. C.

Mr. MCGOWAN. I represent the interests of the employees of the Office of Public Buildings and Grounds. This class of men receive $1.60 a day for eight hours' work. During the summer months they work, possibly, four or five months in the year. During this time they lose all wet weather. And because of the low rate of wages which they receive it creates a great hardship upon the poor men; it puts a hardship upon the poor men who are not able to support themselves and clothe themselves decently. I have seen men working in the public parks who were a disgrace to the Government of the United States, and whose clothes were all patched up, and

even their shirts were all patched up, and their clothes were more fit for the rag bag than to be of any use.

About two years ago we went before Col. Harts and presented a petition for an increase in wages from $1.60 to $2 a day. We went to see him, and he told us he could not do anything for us, and he said it was impossible to get any money from Congress. I told him I thought if he would go before the Appropriations Committee of Congress he could get the money for us, but he said, "No; he could not get it; he could not do anything for us." We then took the petition up to the White House and presented it, and Representative Fitzgerald happened to be there at the time, and he told us to come up to Congress. That was in 1914, I think it was. Then we went up there, and they took the matter in the House, and Congressman Bryan, I think, of Washington, made a speech on the floor of the House for us; but it was defeated—the resolution was defeated. So we got nothing.

Here last week we went before the Senate committee, and Senator Martin told us he would give us a hearing. We were before the committee. There were three of us from the Public Buildings and Grounds, and we asked for an increase from $1.60 to $2 a day. He told us he would do what he could for us, and we left data there of what the employees in the parks in other cities in the country received, cities like New York, Chicago, Baltimore, St. Louis, New Orleans, and other cities in Louisiana and Missouri. And the lowest rate of wages paid in any of those cities was $2.25 in Richmond, Va. All the other cities gave the highest class of wages for this kind of work, which was $2.50 per day.

I do not know whether the scope of this bill covers this class of labor within the Government, or whether it is for the Government clerks alone; but I think there ought to be a minimum wage established for all classes of labor under the Government. I am speaking, now, of the common labor, at least—the so-called common labor. I think that the least paid to any man working for the Government ought to be $2.50 a day for eight hours. I think that would be a fair rate, and a man could support his family on that. There is a statement (the stenographer here has it), a statement of an investigation in New York about labor conditions, and in this investigation it was stated that the least that a family of five could be supported on was $18 per week. And I think it would be a good thing if this committee would go into this matter in a thorough manner and take within the scope of this bill the laborers of the District of Columbia who are paid only $1.50 a day—the street sweepers and the ditch diggers.

Mr. MAHER. It won't be necessary to dwell on that at any great length. This bill takes in all people working for the Government who are receiving less than the amount stated in the bill.

Mr. MCGOWAN. The District government, too?

Mr. MAHER. Every place.

Mr. MCGOWAN. I am glad to hear that.

Mr. NOLAN. If there is any doubt of that, we will endeavor to make it plain by incorporating the words "District of Columbia."

Mr. MCGOWAN. I am at present employed at the gardens down here. They pay $1.75 a day there. They ought to get at least two or two and a half. These men work under very adverse conditions. The

heat under the glass in the summer time is at least 210° and possibly 215°, and it is intense. And the same way in the wintertime. They have to water all the plants and the great big palms and you are drenched with water by the time you get through, and the men go out of there with the rheumatism. And I have seen a man come in there and go out with the rheumatism within a month, and that meant a great loss to his family because he can not go out side to help himself. And these men ought to be sufficiently compensated so that they can have something laid by to meet their wants. And I think this is a good place to make this known to this committee.

That is about all I think I can say to throw any light on the matter.

Mr. NOLAN. You say you furnished some data on the matter?

Mr. MCGOWAN. Yes; it is on the Senate side.

Mr. NOLAN. Have you a copy of it?

Mr. MCGOWAN. No; I have no copy of it. I left all the data with Senator Martin.

Mr. NOLAN. Did you present that through a committee?

Mr. MCGOWAN. Yes; it was presented through a committee. I was one of the committee that went over there.

Mr. NOLAN. Will you get a copy of that data and submit it to this committee?

Mr. MCGOWAN. You mean of the investigation in New York City?

Mr. NOLAN. Whatever data you furnished.

Mr. MCGOWAN. I will try to.

Mr. NOLAN. Showing the wages paid to the men.

Mr. MCGOWAN. In other cities.

Mr. NOLAN. In similar occupations.

Mr. MCGOWAN. Yes; I will. I will try to get that for you.

Mr. NOLAN. We would like to have that included in your testimony.

Mr. MCGOWAN. I will go over there now, and I think I will be able to get a copy of it.

Mr. NOLAN. Can you give us any specific instances of the manner of living and the sufferings of the men who are working in the District of Columbia for the $1.50 and $1.60 a day?

Mr. MCGOWAN. I can. I know a man with 13 in his family, and he told me himself. I do not know whether he is in that employment now or not. I was dismissed from my work because I was trying to benefit my fellow men in that line of work. I was laid off that winter for presenting the petition to Col. Harts—laid off and not taken back any more. Now, that is one instance where a man was punished for trying to do good to his fellow men. I am the man who was punished. Now, then, this man with a family of 13 told me himself his children were going out to beg dry crusts of bread from the neighbors. And I myself, during the three years I was in the service—I had $600 in the bank, and during those three years I spent the $600 trying to support my family, drawing the entire money from the bank to support my family, because the money I received from the Government was not sufficient to support my wife and two children. That is one instance of hardship. If I had not had this money in the bank I would not have been able to live. As it was, I merely existed; that is all, because conditions are so hard. And during this time I speak of I would draw $20 from the bank

each month to add to my allowance, and I was poorly clothed and so were my children.

Mr. NOLAN. You have made suggestions here that if a man could receive an advance to $2 or $2.50 a day he might be able to get along.

Mr. MCGOWAN. Yes; we could get along. I know the way we live—I take myself as an instance with the economical way we live—I could get along with $2.50 a day.

Mr. NOLAN. You make that suggestion, I presume, because you figure half a loaf is better than no bread at all?

Mr. MCGOWAN. Exactly; that is true.

Mr. NOLAN. But you do not make that as a statement that it would be a sufficient wage?

Mr. MCGOWAN. No.

Mr. NOLAN. It is not a sufficient wage to properly support and educate a family reasonably and decently?

Mr. MCGOWAN. No; it is not. I say no; it would not; not less than $3 a day.

Mr. NOLAN. But it is due to the fact that you have so long labored under those very adverse conditions that you would figure that any little advance would be acceptable in preference to present-day conditions?

Mr. MCGOWAN. Acceptable in preference to present-day conditions; exactly so. That is the gist of the argument.

Mr. NOLAN. And you do not make the statement that two or two and a half a day would be a fair wage?

Mr. MCGOWAN. No; I do not make that statement at all: but just merely it would be acceptable in comparison with the present wages that exist in the Government. They would be glad to have it; that is it.

(The statement furnished for the record by Mr. McGowan is as follows:)

STATEMENT OF MR. LOWREY A. REESE.

Mr. REESE. Mr. Chairman, I have my thoughts on paper. Would you object to my just reading them?

The CHAIRMAN. Not at all.

(The paper referred to is printed in the record in full, as follows:)

We, the undersigned, park employees of the public buildings and grounds, respectfully petition an increase in salaries from $1.60 per diem to $2 per day, and we appeal to Congress through you.

Under the existing circumstances we can not be promoted, hence we appeal to you for justice, as we are not protected by the classified civil service, but are paid from an appropriation from Congress, in which the Superintendent of Public Buildings and Grounds pays the said employees. We also ask to be paid twice monthly, like most of the other departments.

We just recently petitioned Col. Harts, who is in charge of the public buildings and grounds, and he informed us that he can not do anything without an appropriation from Congress.

There are about 300 men in this department, the majority of whom are married and have families to support.

Following is the wage scale per day paid to park employees in several other cities: New York, $2.50 per day, paid weekly; Richmond, Va., $2.25 per day, paid monthly; Baltimore, Md., $2.50 per day, paid weekly; and Chicago, Ill., $2.25 per day, paid twice monthly.

This is the minimum wage scale for park employees in these cities, while in the Capital City the minimum wage scale is $1.60 per day, and we are paid only once a month. It seems to us employees that we are unjustly discriminated against. Ours are the most beautiful parks in the world, and yet we are paid less for caring for them than any of the employees in other cities.

We hereby submit a list of salaries paid in the different departments of Washington:

Department of the Interior: Salaries paid to unskilled laborers, $480, $540, $600, and $660 per annum. The payments are made twice monthly, and 30 days of annual leave and 30 days of sick leave are allowed.

Department of Agriculture: Salaries paid to unskilled laborers, $40 to $70 per month, paid twice monthly; 30 days of annual leave and 15 days of sick leave.

National Zoological Park: Salaries paid to unskilled laborers, from $1 to $2.25 per day, according to age and ability and the character of the work for which they are employed. They are paid twice monthly, receive pay for legal holidays, and are allowed annual leave for not more than 30 days. Temporary laborers are allowed leave for 1½ days per month when employed 9 months.

Government Printing Office: Salaries paid to unskilled laborers, at the rate of 25 cents per hour. They are paid bi-weekly and are allowed 30 days of annual leave of absence.

These facts have been furnished by the various chief clerks of these departments.

It has been proved that $12 is the least a man with four children under 13 years of age can live on. Following are the expenses incurred per week: Food, $6.50; rent, $1.90; clothing in cash, $1.50; fuel and light, $0.50; insurance, $0.20; and incidentals, $1.40. This shows that $1.60 per day is not sufficient for the mere necessities of life, and that wage at least ought to be paid to every workman in the city of Washington.

So we appeal to Congress for justice, and hope you will take the matter under consideration at once.

Respectfully,

T. E. McGOWAN,
J. F. ESSIG,
H. S. REESE,
Committee.

Mr. REESE. I have asked the indorsement of the Pacific Association for an increase of wages, an association which represents about 400 men or more, and they indorsed it to a man; also the Lincoln Park Association indorsed it.

STATEMENT OF MR. LARS W. ERICKSON, SKILLED LABORER, GOVERNMENT PRINTING OFFICE, WASHINGTON, D. C.

Mr. ERICKSON. I am employed in the Government Printing Office as a skilled laborer. I came into the service through a mental test and a physical examination about 12 years ago at $2 a day—$626 a year. I am married and have a child. I used to have a mother, but she died—I had a mother and father, and they both died. I have had a struggle these years to make both ends meet, and at the time my father died I had to take part of the insurance to pay for the doctor when I had my boy. I received about $100 from the insurance company and I paid the undertaker about $35 and still owe him $65. The rest I had to use to pay a doctor, because, you know, when a child is born a doctor wants $20 and $25, and he wants it in advance, too; and you have to have other assistance and medicines.

I owe other bills, too. I owe a grocery bill here of $50 to one man, and when he investigated the matter and found out the conditions under which I was living and the small salary he just let the matter go. And, then, I owe a couple of doctors' bills—one of $30 and one of $5—for services when I was sick. Of course, my pay stopped then and I was home; and when I was able to go to work again I did not have enough funds to pay these bills. Now, I live in one room, and we have a little side room—you could not call it a room, it is a box—where we cook and store a few things. And this room, with heat and gas, costs me $17, and that is about as cheap as you

can get in Washington. My food, groceries, and things of that sort, stand me in about anywhere from $23, $24, or $26 a month, up and down. At the present time things are very high. And we have no facilities for washing clothes and I have to send my wash out at a dollars a week—$4 a month. My wife irons, and everything. And then I pay about $2 or so for insurance. My wife and boy go to Sunday school, and that probably runs $1 or $1.50 a month.

So you can see there is probably $4 or $5 left out of my $52 a month, if I do not lose any time. That is what I have with which to buy clothes for three people, underwear, kitchen utensils, bed clothing, and a little medicine and things of that sort. I do not think I have spent 5 cents in five years for anything outside of a piece of tobacco for myself. We have never been in the theater in seven years. I hardly think we have been in the moving pictures twice in five years. My boy does not get a penny for anything; neither does my wife.

I have accepted a good many things from various sources. People in the office where I work have known of the necessity of it. I speak for myself, but there are others there in the same condition I am, and even worse. The clothes I have on have been given to me. I think I have had about two suits of clothes in seven years; my sister bought one and the ladies in the office bought the other one. And my wife's people have furnished her with a few things now and then. My sister had a few dollars probably saved up—I expect, $200 or $300—and in the course of 12 years I have used this up—just for the necessities of life, no pleasures or recreation. And besides owing these bills, people are bound to get sick every now and then, and when you get sick your pay stops and that puts you in a hole. And as it is we don't live; we just barely get by, running in a hole all the time. Last winter I had a bill. Things were high there, and I decided to stop. There was a grocery store there, and I told the man that I would give him a dollar on pay day, and that was the best I could do; that I would have to buy elsewhere where I could get bargains here and there, as you can sometimes, you know—places where you can get some things for a few pennies cheaper. Well, he sent a bill to the Public Printer, and the Public Printer told me the bill had to be paid. He said he could not tolerate people in the service who would not pay their bills. You are supposed to pay your bills when you do not have the money to pay with, and these bills simply cover the necessities of life, food and rent and a few other things. There is no money to buy clothes with. And my boy was sick this winter with whooping cough, and the ladies in the office donated the money to buy the medicine for him.

I know there are a good many others in the office with families who have been there ever since I have, and some of them probably have been there longer than I have. I have been there for 12 years. We all went in at $2 with the expectation and hope that we would be promoted, but there are no promotions in the Printing Office to be had for a man without he has some congressional influence, and what promotions there are for the skilled helpers and others are probably kept open for the Congressmen—you have some friends or constituents that you wish to help.

Mr. MAHER. If there are any up there belonging to me, you may have mine—if there are any there.

Mr. ERICKSON. I probably could have had a raise if I could have had any congressional assistance in getting somewhere. But I have never been able to find that; consequently, I am still at $2 a day.

The ladies where I work (I work in a division there called the "gathering room") have made efforts for me several times; but for some reason or other I never received anything. I have a good reputation there and a good record, also. And representations have been made to the Public Printer in behalf of his married men with families several times, and I understood that he has intimated that they should have more money; but with the exception of receiving some encouragement, nothing has been done.

Mr. NOLAN. Mr. Erickson, what incentive is there for a man who has had your experience, with your one child, to bring children into the world under the conditions you mention?

Mr. ERICKSON. None in the world. My wife has often said she dreads having any more children. She said it would be a blessing in our case if we do not have any more, and we both love children and have a nice little boy. But at the present time there is no future for him, and I have kept him out of school purposely—he is only 6 now, but he could have gone to school sooner, and I have kept him out of school purposely because I know it requires clothes and little things like that, and I thought I could postpone it for a year or so. And my wife knows of married people here who won't have children; she knows of several women who are married here, and one case particularly where a woman has had miscarriages or the children never lived. I do not know whether she has done anything to prevent it. But we all realize, every man and woman realizes you can not bring a family up on $2 a day, and it is best not to have children, because when they grow a little the parents separate—they are bound to separate; a woman is bound to seek employment elsewhere. She can not live with a man earning $2 a day, you know, and take care of children. It simply can not be done. We just live like paupers, and that is all.

Mr. NOLAN. Do you know of any instance in the Printing Office where men are employed on the same wages in the same office in which you are employed?

Mr. ERICKSON. Yes.

Mr. NOLAN. Where the wife has to go out to work to help meet the expenses or living a little bit better?

Mr. ERICKSON. I could not say as to that. I do not know. I am not intimate there with those fellows as to what their home life is. Only I know some of them are married, several of them, and have children.

Mr. NOLAN. I suppose in those cases a man would hesitate to let that fact become known as a matter of pride?

Mr. ERICKSON. Yes; I was just going to say probably there are men there who would like to come here as I do and make a statement, but they find it is humiliating and it is embarrassing, you know, and they would not like to do it. They feel ashamed to do it. I do myself. And just for that reason I know there are men who could come here and state those things, but probably would not do it; but I thought myself that I would do it. It is not nice for a man to come here and say he is working for the Government for $2

a day, and accepting charity and to show the clothes he has received from other peoples' donations; but that is a fact. And my condition is absolutely due to the low wages; no dissipation whatever.

Mr. MAHER. You have to pass a civil-service examination to get that position?

Mr. ERICKSON. Yes, sir; I did. I passed a number of tests. I took four hours; arithmetic, letter writing, and all that, and then had to pick up a bag weighing, possibly, 150 pounds and carry it around on my shoulders, and all that. And I had to go to expense, too. I gave a doctor $3 to be examined and I spent 50 cents for notary fees to get my papers signed, and all that. And now there are men in the office placed in the same position as I am, who have done everything they could to help themselves. I know lots of them who go up to the civil service every year and take the examinations for clerk and letter carriers and those positions they are eligible for. I am on the list now, eligible for a clerkship and letter carrier, but I have received nothing. So I have made every effort to help myself and to help my family, and others have also done so. But the opportunities are not here for a man. There is no use in saying if you are not satisfied in the Printing Office you can go elsewhere; there is no elsewhere. And the same way with food. I have to buy my food the same as you gentlemen do; there is no cheap food any more. There was a time when there was a poor man's food, but there is no more of that. I know at the present time potatoes are selling for 40 cents a peck, and if you have been a farmer you know what that is. Potatoes are 40 cents a peck in Washington to-day; that is what I pay for them. Corn meal is 5 cents a pound and apples 15 cents a quarter of a peck. And the cheapest meat, round steak, is 25 and 28 cents a pound. Pork also. Beans are 18 cents a quart; they used to sell for 6 and 7 a quart. Common cheese that sold for 10 and 12 cents a pound is now 25 and 28. There is no cheap food any more. I have to buy the food just the same as you do. White and black have to do the same. So, if we do not have some increase in compensation you can just imagine what conditions will exist. Men and women, if they can not get relief here they will go elsewhere, and of course they will practice all sorts of evasions to get by. There is every incentive for a man and woman to do things that they ought not to just for this reason. It is the pressure on them. It seems to me that even in the Printing Office—they have been working on those things in other departments—and the people who were responsible probably could have made things a little better; but for some reason they do not do it.

Of course, now, this does not apply to all skilled laborers and helpers in the Printing Office. There are some getting $2.80, and there are some getting $3.20; and, as I say, they get that through congressional influence mostly.

Mr. NOLAN. What percentage of the men are receiving the $2 rate as compared to those who receive above that?

Mr. ERICKSON. Well. I could not call it right off. I suppose, of course, the $2 men are in the majority. As far as I know, they are in the majority. Of course there are a few that work on the wagons who receive $2.40 a day; but even so, $2.40 is small at the present time; and the man who is getting $2, as I say, he just don't get by; that is all. I do not suppose there is one there who is not in debt, you know; and there have been men discharged from the Printing Office

for debt, getting $2—or probably they may have made no effort to pay their debts, as far as that is concerned. But whether they did or not, I do not suppose it would improve matters, so far as that is concerned.

You can see, if you know what things cost in Washington, food and so on, etc.—you can see for yourselves what $2 will do with a man and a wife and child or two children. And even those who are not married—there are a good many in the Printing Office who are not married—I suppose they hold it off. A man is not going to undertake to get married on $2 a day, and we all realize and know the chance in the Printing Office for promotion. And lots of the young fellows are staying there because they can not better themselves. I suppose the men would leave in a minute if they could better themselves, you know; and it is easy enough to figure down what it costs to live on, you know. The prices are here, and everyone knows what they are; and the man has to have shelter; he has to have clothes, and we all get sick once in a while, you know, and we have to have medicine and medical attention and things of that nature—the bare necessities of life.

I think that is all I have to say.

STATEMENT OF MISS FLORENCE ETHERIDGE, TEMPORARY TREASURER OF THE FEDERAL EMPLOYEES UNION, WASHINGTON, D. C.

Miss ETHERIDGE. I do not suppose you are interested in where I am personally employed, but I will give that. I am employed in the Bureau of Indian Affairs and am here representing the Federal Employees' Union No. 15007, of the American Federation of Labor. I am the temporary treasurer.

Do you wish to ask me some questions, or shall I make a statement?

Mr. NOLAN. I think you had better go right ahead and make your statement, Miss Etheridge, in your own way.

Miss ETHERIDGE. Since the organization of the Federal Employees' Union we have found that there seems to be a necessity and great need for our services, of which we had hardly known ourselves. The matter began with the Borland rider and the agitation of that matter. And the enthusiasm aroused by the first meeting, at which Mr. Gompers and Mr. Morrison addressed us, was so great that Mr. McLarin, the president, immediately took steps to form an organization. And we have at present a membership of between 2,500 and 3,000 persons in the Government service, clerks and otherwise. And the numbers are growing daily.

At the time we became informed of the pendency of this bill we invited persons who were employed in the Government service to communicate with us in regard to their salaries, their conditions of living, and their positions, advising them that their communications would be held entirely confidential. We have received a bulk of letters, the majority of which Mr. McLarin has asked me to have put into the record after his testimony which was given the other day; but there are a few here which I would be glad if you would let me read them to you, some three or four. A great many of the letters have matters in them with regard to alleged favoritism and discrimination among the employees. Of course, I think every person who

is familiar with the civil service and the Government service in general knows that these conditions do obtain to a large extent. But I take it that it is not the object of this hearing to investigate such conditions. We hope to be able, later on, to take up those things and perhaps alleviate conditions in some measure; but at this particular time we are putting our efforts and giving our statements especially with regard to the pay of the employees as a class and not to any particular grievances which they may have and very probably rightly.

Now, with your permission, I would like to read, before putting them in, a few statistics as to these letters. We find that the letters which have come to us can be classified into two groups. First is the group of laborers, watchmen, and persons classed in various ways, such as attendants in the Public Health Service, who, perhaps, are neither watchmen nor messengers, but men for all-around work, as I take it. That is the first class of persons from whom we have received the bulk of letters. The second class is the class of what might be called minor clerks, clerks at $900 or less. Those are the two groups of persons who have brought themselves to our attention, particularly in this connection.

I would like to read two short letters from the first group, the group of watchmen, laborers, messengers, etc., and then a couple from the lower paid clerks:

WASHINGTON, D. C., *March 18, 1916.*

Messrs. JOHN S. BEACH and W. T. MILLER,
Members of Committee to Appear Before the Congressional Committee.

GENTLEMEN: Having seen the union's call for data, respectfully request to make the following statement, which I hope you will take time to read, and if you see fit to present it to the congressional committee.

In February, 1901, I received an appointment as laborer at the United States Naval Observatory in this city at a salary of $660 per annum. In April, I was given clerical work in the shape of recording astronomical observation as made by the observer in charge at the time. In August, 1904, I was sent to Tutuila, Samoa, as assistant and caretaker of the observatory to be erected at that place, and where I remained until May, 1908. On my return to this city I was given a position as elevator conductor, no other position being available, at $720 per annum, since which time I have been taking care of the different astronomical instruments in use at the place, and also assisting the instrument-maker during spare time.

My character and record is good, and I have been recommended for an increase in salary three years in succession, but every year Congress failed to make the necessary appropriation.

I have a wife and seven children, and in 1910 I bought a small home, the first payment of which was made by exchanging two lots which I had bought from money saved while I served in the United States Army. Now, I have lost my home, after paying nearly one-half, being unable to meet the payment on the notes when due. As the cost of living increased year by year our financial difficulties increased in proportion in spite of the strictest economy on our part. We had to discontinue our attendance in church, because we could not afford to contribute our share to the minister's salary. Our children very often remained away from Sunday School, because we did not have the pennies to give them which they wanted to give in contribution, and many a time they had to stay home from the public school because their shoes were worn out. The constant strain of the struggle, finally became too much for my wife to stand. She became dissatisfied, left home and children for a time; returned home to try again, but found it too hard. She finally could not resist temptation, so now we are living apart. I had to put my children in a home where they can not receive the care they ought to have and could have if I had been receiving living wages.

Every time I visit the children they cry and beg me to take them home again. Poor little things; they do not know that our home is lost.

Should the Nolan bill go through our family will again be united, and we will all be happy once more; of that I am sure.

Now, my case is not the only one; there are others, perhaps not as sad, but just as much in need of better treatment.

Summary:

I have lost my savings.
I have lost my home.
I have lost my wife.
I have next to lost my children.
I have almost lost courage to continue the struggle.

Yours, very respectfully.

Another letter from a watchman:

WASHINGTON, D. C., *March 20, 1916.*

DEAR SIRS: I will make my letter short. I am getting $720 per annum, or $60 per month. To say to you that I have a good living for myself and family would be an untruth. I don't smoke, chew, or drink intoxicants at all. I live 19 squares from my work; have walked to and from work for 10 years in all kinds of weather; my working hours, 4 p. m. to 12 at night. For what purpose do I do this? To save those nickels for those I love and am honor bound to support and a pleasure to work for. Do I ever take my wife and children to a 5-cent picture show? How can I on $60 per month. Listen, I have house rent, grocery bill, doctor bill, drug bill, clothing bill, fire and life insurance. How much is left? Not one penny very often. I am in debt 50 cents to $3. You can take your family out for a car ride occasionally. I leave it to you how often I can take them.

Now, gentlemen, suppose I was to get down with a long spell of sickness or got hurt so I could not work; what would happen? God forbid anything like that should happen.

Yours, most sincerely.

He goes on to say that he hopes his name will not be used. That part of the letter I will omit. Now for the lower paid clerks:

WASHINGTON, D. C., *March 19, 1916.*

FEDERAL EMPLOYEES' UNION AMERICAN FEDERATION OF LABOR COMMITTEE:

I am considered of the higher grade of Government employees, but there are just as many grievances in my grade and higher ones as there are in many of the lower ones.

It is a common thought that the term "civil service" means that if you pass the specific examination required to enter into certain duties that this will give you certain activities and continued advancement, with chances of advancement, at least, if ability is shown. It is not my purpose to outline how smart I am, but to show how my progress has been prevented on account of influence and favoritism shown toward other men of my grade.

There is a sort of system of rating men's abilities for the purpose of promotion, but it is nothing more than a farce in many instances. To illustrate, if a chief of a section or a director of a bureau forms a dislike for a person there is little or no hope for his promotion. On the other hand, if he takes a great liking to one, that person will be pushed ahead. This can be easily verified.

I have been in the service eight and one-half years and have not had a promotion in five years. This in itself means nothing, but during these last five years I have accomplished more than during my whole life. I have published many articles of value (if they were not they would not have passed the editorial committee), my responsibilities have greatly increased each year, am a member of many Government scientific committees, do considerable work for Congress, and represent my department upon several national committees, etc.

Furthermore, during each of these last five years I have put in from one to two months overtime work, nights and Sundays, and have lost considerable annual leave. My sick leave has not been more than two days.

My case is similar to many others, and men have advanced over me who do not have the responsibilities or have done any work of marked value.

I have just arrived from New York City, where I have been upon an official trip, so this letter has been hurriedly written, but perhaps something can be imparted to your committee which has not been brought forth before.

You may ask yourself, Why do I not leave the Government? I will say to this that I have a family depending upon me, but a more important reason is

that I am very proud of my work (research, etc.) and, with the expectation of a promotion at any time, I am holding on.

This is, of course, of a confidential nature, but I read in this morning's paper about your work and wish to contribute something.

Respectfully.

And the last letter:

Mr. H. M. McLARIN,
President Federal Union.

DEAR SIR: The writer of this is a $900 clerk in a Government department, with no other source of income, and an invalid mother to support.

We are educated people, my mother being a college graduate and representative woman, having been engaged in newspaper and other literary work the greater part of her life until disabled by age and ill health. Our acquaintances are chiefly among people of culture, social standing, and wealth. In consequence I have had many of what are called "early advantages."

These statements are made in order to show that, through influences of education and association, the necessities of life mean something more to us than the maintenance of mere physical life.

Yet the following will show how we have gradually descended in the scale through poverty until we have now been reduced to a condition more nearly in accordance with the class known as the "submerged." This although I have been for many years steadily employed in a Government department.

In the first place, my mother's breakdown in health was brought about mainly because some years ago we were compelled to dispense with a servant, which compelled her to overexert herself, and over a year ago she became seriously ill. During this illness I have been compelled to do this work myself outside of office hours besides taking care of her, with only irregular help from the class of shiftless colored people who hire out cheap. In consequence my mother has had to suffer through neglect and inattention, and her illness has been prolonged thereby. And my own health has been injured by the great strain. During the past winter our needs have been so great compared with my means that it has often been a problem to provide a sufficient supply of fuel and of proper food, in addition to the extra expenses caused by illness.

And, personally speaking, my mother and I are both short of the means to present even a respectable appearance and have had to almost entirely forego association with the class to which we by right belong. It is a serious matter for me to even provide myself with respectable office clothes. And we are, of course, deprived of about all the refinements of life. Vacation trips are out of the question, although we both badly need a change.

We live in a house which my mother nominally owns, but which is mortgaged to what is now probably in excess of its value, the property having greatly decreased in value since mortgaging, through an invasion of negro neighbors. Thus the interest, taxes, etc., amount to a rental, yet the nominal ownership makes us responsible for repairs, so that we are financially unable to keep the house in repair or to get out of it. In consequence, the house is deteriorating into a hovel; for years it has hardly been in decent condition, the paper soiled and hanging in strips, the paint worn off to bare boards, and so on. The furnishing have also deteriorated in similar degree. The whole situation is gradually growing worse with no margin for improvement.

Summing up, the above statement simply shows a picture of a Government clerk fitted by education and former association for refined surroundings yet living practically in a hovel, in a negro neighborhood, struggling for a bare existence, physically tired all the time, but with no chance for rest or recreation, and mentally dazed and bewildered through the multitude of conflicting duties and requirements of a threefold responsibility of office clerk, housekeeper, and sick nurse—all through insufficient funds.

People of large incomes often complain of "insufficient funds," and for this reason I have gone into detail in order to show conditions of living on a salary of $900 at the present rates of living in the city of Washington.

GOVERNMENT CLERK.

The bearer of this letter knows my identity, so it is not, strictly speaking, anonymous.

Those letters, I think, give a fair idea of the numerous letters we have received and of the two groups of people from whom we have

received the majority of them. I have compiled a table in order to show what proportion of the Government clerks and Government employees in general in Washington receive these low grades of salary which I would be glad to put into the record. This table is compiled from Bulletin No. 94 of the Bureau of the Census. It was published in 1907, almost 10 years ago, and there has been nothing published since. I know there is no publication of the Department of Labor, and this is the only publication which I am aware exists at all which takes up in a statistical manner the condition of the Government employees.

Mr. NOLAN. In the District or in general?

Miss ETHERIDGE. Both. Part of the tables deal with the civil service outside of the District of Columbia and the remainder with those in the District of Columbia. Those from which I have compiled my percentages are from Government employees in the District of Columbia.

Mr. NOLAN. I will say, after considerable effort two years ago, when I expected to get action on the bill I had introduced in the last Congress, I did get from the various executive departments a table which enumerated the number of employees in every branch of the service receiving $1,080 and below per diem, monthly, and annual salaries. I intend to use that information and incorporate it in the record, unless we can get from the chief clerks of the departments (and I am going to ask the committee to get that data up to date) a clear and definite statement as to the number of people affected in all of the grades, especially those below $1,080 per year, so that we might be in a position to show to the House when this bill is reported just exactly the conditions existing in each and every department of the Government service, particularly in reference to those underpaid employees.

Miss ETHERIDGE. Yes, sir. That, of course, would be more up to date.

Mr. NOLAN. And we would just like to have that table you have collected there and compiled for the record.

Miss ETHERIDGE. Of course the Government employees in Washington are not subject to the same conditions as the Postal Service; that is to say, their status and salary do not change as rapidly as those in the Postal Service. So probably since no particular legislation has made great changes in the classification and salaries, there may be no very great difference, I would say, between 1907 and the present time.

Mr. NOLAN. I would just like to inject here that we had a statement from some of the officers of the postal organizations that prior to the formation of those organizations, or prior to the active work of those organizations here in Washington before the Post Office and Post Roads Committee, the entrance salary was as low as $400 and then jumped to $600; and, due to the fact that they organized and had somebody to look after their interests, they have been able to get a change of conditions. But it seems that through the inactivity of the employees in other departments in the matter of organization and representation they have made no progress at all. While the postal clerks have made some progress, they have not made the progress that they desired, the progress that they think they are entitled

to. But they have made some progress, due to the fact they have organized and have people on the job all of the time to correct abuses, whether it is in relation to the salary or whether it is in relation to the actions of their superiors.

Miss ETHERIDGE. Yes, sir. I think that, of course, is the great and crying need of the executive civil service in Washington. The civil-service employee (I have been one myself for 15 years) belongs to an exceptionally helpless class. He is told that he is a protected class, sometimes; but I think very frequently he is an exploited class. He is timid and dare not take any step for himself. Now, in this matter of forming this organization we have found this fact to be true: in those departments in which the heads of the departments were favorable to the formation of this organization (and there have been several) we found that the clerks were coming in in great numbers. And in the one or two departments in which the heads have frowned upon the proposition we have had hardly two or three clerks come in, indicating the feeling of the Government clerk and his timidity. Now, if he could organize as the post-office clerks have organized and as he is organizing now, we feel this will be the greatest step in advance for the Government clerk that could possibly be taken.

Mr. NOLAN. Then, instead of depending upon the favor of some particular bureau chief or immediate superior, with a few opportunities for promotion each year, he can come to Congress fortified by his organization and not appear in his individual capacity but appear collectively and state generally, through his organization, the condition of all, instead of the condition of the individual, and make a collective appeal as other organizations make, both in public and in private employment.

Miss ETHERIDGE. Yes. You see, the interests of the department heads and bureau chiefs, it seems to me, are by no means the same as the interests of the Government clerk. I had not intended to go into that, but since it has come up I will just say a few words. In private business it is to the interests of an employer to promote those of his employees who are most efficient. Now, it is not to the interests of any department head or bureau chief to do that. It is to his interests to promote those persons who will assist him the most, unless he is an entirely disinterested person, I mean to say. Because, suppose he does promote persons who are not as efficient as some one else, no one will ever know the difference; but if the person promoted happens to be a person who can help him, so much the better for the chief. I do not know how that particular proposition can be met: I do not see how it can be overcome, for the reason that the Government service is so different from other services—how it is possible to make the interests of the department heads and bureau chiefs the same as the interests of the employees who work under them. Of course, a department head very naturally, and to a large extent very reasonably, desires to make a record for economy in his appropriations. Is it to his interests to make large increases in the salaries of persons, even if they are efficient? We have one letter here from an elderly lady who has been in the Treasury Department—oh, for 40 years, I think. She is a lady over 70 years of age. She refers to the fact that through the desire of the department heads to reduce expenses, and so make a good showing for themselves, there have

been certain recommendations made for reductions in the salaries of the money counters in the Treasury Department. She says:

> The classes which occur to me as needing and deserving the blessed Nolan legislation are these:
>
> 1. Department watchmen. These get $60 per month and are on duty Sundays and holidays.
>
> 2. Money counters, Treasury. These have a number of ratings below $75 a month; I think $840 per annum, $800, $720, $660, and in the estimates for the next fiscal year reductions are recommended from $800 to $700, and from $700 to $600, and they pay for all undetected counterfeits from their wages. Their conditions of labor, locked up in the basements, are most undesirable, their reward inadequate.

That is due to the desire to decrease appropriations. Now, to return to this matter of the percentage of employees in the executive civil service in the District of Columbia, I compiled them by wages and marital conditions to show the proportion single and married as well as the total. This includes both classified and unclassified service. I won't take your time to read all the percentages. The wages are "less than $720 annually, $720 but less than $840, $840 but less than $900, $900 but less than $1,000, $1,000 but less than $1,200," and so on, with a $200 difference between the two grades. By compiling those percentages I found that of all employees in the Government 34.5 per cent earn less than $840 per year, which seems to me a very large percentage—$840 a year, I believe, was the amount shown by Mr. Flaherty's budget the other day as the lowest sum on which a family of five could live decently. With the single employees the percentage is much larger. That percentage is 44.2 per cent; but even of the married it is 25.6 per cent, or over one-fourth of the total number of the Government employees. From that very high rate the percentages drop until we reach the group of $1,200 clerks and less than $1,400, when they rise again, but not to as large percentages as those in the group less than $840.

I think that those were all the statistics that I had to present. I would like to say this, that in taking up this work of the Federal Employees' Union we find that there is a tremendous amount of work that needs to be done. We find these matters of all kinds coming in on us. It seems as though there was an accumulation of many years that began to come in as soon as we begun to form the organization. And that, I think, shows, as well as the numbers who are doing it, how badly, how extremely the Government clerks need organization, in order that they may present their own interests by their own representatives to Congress.

Were there any questions you wanted to ask me?

Mr. NOLAN. Mr. McLarin is submitting all of these letters as a part of his statement made on the opening day?

Miss ETHERIDGE. These letters, with the exception of the four I have read.

Mr. NOLAN. And you are including those in your remarks?

Miss ETHERIDGE. Yes, sir.

Mr. NOLAN. If there is any other information that your organization would have prior to the close of these hearings, I am sure the committee would be glad to get it; because I presume from time to time you will be in receipt of information that will be enlightening to the committee.

Miss ETHERIDGE. Yes, sir.

Percentage of employees in the executive civil service in the District of Columbia by wages and marital conditon, from figures given by Bulletin 94 of the United States Bureau of Census, 1907.

Wages.	Employees, all ages.			Wages.	Employees, all ages.		
	Aggregate.	Single.	Married.		Aggregate.	Single.	Married.
	Per ct.	*Per ct.*	*Per ct.*		*Per ct.*	*Per ct.*	*Per ct.*
All grades and classes....	100.00	100.00	100.00	$1,600 but less than $1,800.	5.4	3.0	7.4
Less than $720 annually..	25.7	36.8	15.8	$1,800 but less than $2,000.	4.5	1.8	7.0
$720 but less than $840....	8.8	7.4	9.8	$2,000 but less than $2,500.	3.3	1.2	5.3
$840 but less than $900....	2.4	2.3	2.5	$2,500 or over.....	2.4	.7	3.9
$900 but less than $1,000..	6.0	8.3	4.1	By piecework.....	4.1	3.8	3.9
$1,000 but less than $1,200.	9.7	11.3	8.6	Without pay.....	0.0	0.0	0.0
$1,200 but less than $1,400.	17.9	15.9	19.5	Not reported.....	.1	.0	.1
$1,400 but less than $1,600.	9.7	7.5	12.0				

STATEMENT OF MRS. RACHEL R. BROWN, OF THE WOMEN'S RELIEF CORPS, REPRESENTING THE SKILLED LABORERS OF THE POST OFFICE BUILDING.

Mr. MAHER. What is it you wish to lay before the committee?

Mrs. BROWN. May I read a letter? It is addressed to Mr. Nolan and it would be more accurate.

Mr. MAHER. Yes.

Mrs. BROWN. I thank you very much. It says:

WASHINGTON, D. C., *March 23, 1916.*

MY DEAR MR. NOLAN,

House of Representatives, Washington, D. C.:

I desire to call your attention to a few of the soldiers' widows I am at this time deeply interested in. They are employed in the Sixth Auditor's Office under the Treasury, in the post-office building, of which Mr. Charles Kram is in charge. There are seven skilled laborers doing postal-savings work, while five of the seven are drawing $720 each two are only drawing $660. There are also seven skilled laborers who are drawing $900 each. All were sworn in as clerks, then recently, for some reason, transferred to some other roll. There are two skilled laborers in the same room at $1,000 and $1,200. They all are doing the same work—postal savings. Won't you, kind sir, see that justice is given the seven ladies in question who are drawing the paltry sum of $720 and $660? These skilled laborers are doing the same work that men and women are performing at a salary of $1,400, $1,200, $1,000, and $900, respectively—the postal-savings work. Mrs. Mary S. Davis, a soldier's widow, who is drawing $660 as a skilled laborer, has a son who is an inmate in the Government Hospital for the Insane, has to furnish him with clothing out of the meager pay she receives. Just think of it, with the high cost of living. Why, these women can scarcely exist, to say the least. I refer you to H. R. 12207, page 42. God bless you in your most noble work.

Yours, sincerely,

Mrs. R. R. BROWN,
Woman's Relief Corps, 225 H Street NW.

Mr. NOLAN. Is there anything further you wish to say?

Mrs. BROWN. No, sir. We just want these people inserted in the $900 class. They are doing the same work and we just want them inserted in the $900 class, that is all.

STATEMENT OF MR. THOMAS F. O'CONNOR, LABORER, BUREAU OF PENSIONS, WASHINGTON, D. C.

Mr. MAHER. Do you represent an association of any kind?

Mr. O'CONNOR. No, sir.

Mr. MAHER. You just represent yourself?

Mr. O'CONNOR. No, sir; I just came up from the office right now. I read in the paper yesterday about the grave digger over in Arlington and I just came up here to make a statement about the Pension Bureau. I am a laborer there and have been working there for 10 years; I see no signs of getting a promotion any higher than I am now. I get $55 per month, and I am the father of 8 children—10 altogether.

Mr. MAHER. That is, including yourself and wife?

Mr. O'CONNOR. Yes, sir; 10 altogether—10 in the family. I have been working there for 10 years, and I do not see any signs of getting any more money, and it is pretty hard to get along on that. Talking about the grave digger, I have him skinned all to pieces, I think—10 in the family and $55 a month.

Mr. MAHER. How old is the oldest of your children?

Mr. O'CONNOR. The oldest one is 18 years. There is one working now. There are six going to school. Of course, $55 a month don't go far, and there are people in the office giving me work outside.

Mr. MAHER. They give you other work?

Mr. O'CONNOR. They give me work on the outside, or I could not get along at all. It is out of the question.

Mr. MAHER. To raise a family of that kind on your wages, will you explain to us, if you can, how you raise them, how they are fed, and how they live?

Mr. O'CONNOR. Well, I can not get along, only the best way I can. Of course, I get work from the people in the office. Talking about clothes, I have not had a suit of clothes, bought myself, since 1902, except given by somebody in the office and somebody helping me out. I have not had a suit of clothes in 12 years, I think. I have got two pairs of pants since then. I have not had a suit of clothes since 1902 that I bought myself.

Mr. MAHER. How many hours do you work? Eight hours?

Mr. O'CONNOR. Yes; eight hours and a half.

Mr. MAHER. Eight hours and a half?

Mr. O'CONNOR. That is in the Interior Department. It seems that the lower down you are the more they put on you, and lately they have put on another half hour.

Mr. MAHER. Did you pass a civil-service examination?

Mr. O'CONNOR. No, sir; just unskilled.

Mr. NOLAN. You took the physical test?

Mr. O'CONNOR. Yes; I took the physical test; just the same as going through the form.

Mr. MAHER. Well, that is provided by the civil service.

Mr. O'CONNOR. Yes; it comes under the civil service. So nothing could be done in my case, I guess. I was a soldier, and I served three years in the Army. I have raised eight children, and they are all living. One is working now.

Mr. MAHER. Well, you are lucky to have them all living under those circumstances.

Mr. O'CONNOR. Yes; they are all living. I asked Mr. Ucker some time ago, the chief clerk of the Interior Department, if he could do something for me, and he said it was my own fault that I had so many. Well, I knew that. He did not have to tell me that.

Mr. MAHER. Well, T. R. agrees with you on the big family.

Mr. O'CONNOR. Yes; but there is no help coming, though. I do not see any signs.

Mr. NOLAN. Is there any other statement you could give the committee, Mr. O'Connor, regarding your struggles to make a living on those wages?

Mr. O'CONNOR. I could not get along on less than that; no. Only if I could get a job on the outside, I could work better. I have got to get people to help me, in the office and outside.

Mr. NOLAN. Have you run into debt?

Mr. O'CONNOR. No; that is one thing. I have got a pretty good wife, a good manager, and only for that I would get into debt. In fact, I do not know how she gets along and makes the ends meet. The two boys sell papers after they come from school. They make a quarter; they make the price of bread. They are all helping. They are not sick. I keep out of debt.

Mr. MAHER. Now, Mr. O'Connor, from your own experience do you believe there is any possibility of having your income increased other than by an act of this kind, an act of Congress, such as the Nolan bill?

Mr. O'CONNOR. No, sir; I do not think so.

Mr. MAHER. Your experience warrants you in saying so?

Mr. O'CONNOR. No, sir; I am afraid that there is no show. I am pretty well liked in the office, too, but it seems to me there is no use to trouble the heads. In fact, the lower down you are the more they put on you. In fact, lately all the laborers down there in the Pension Office, they have cut us down. They are going to take our annual leave; they are going to make us take our annual leave when they say so. We have got to take our annual leave when they say so. We used to take it before whenever we felt like it, but now we have got to take it when they say so. And little things like that. If the heads and officials of the Interior Department do not do it, I think the Congress or the Senate ought to do it. The heads of the departments seem to think that they can do as they like. The lower down you are the more they put on you. Of course, I am speaking now right from the office, and it might be hard on me when I get back. I mean I might get fired. This is the only redress I have, in coming here for any show. I do not know how I am going to put up with it. I am willing to work. I am not a drinking man, and never drank in my life. The people in the office will tell you about that. I am sober. I have worked on the outside every evening, almost. I have got a little job to do this afternoon, but I thought I would come up here and let you know. So that is my case. I work hard. I am not a drinking man. I do not chew or smoke. I might look like it, but I do not.

Mr. NOLAN. How long have you been in the Pension Office?

Mr. O'CONNOR. Since 1904. I am an ex-soldier; served three years and six months in the Heavy Artillery and I never got a raise. Of course, I can not pass the civil service, so there is no show for me in any other way.

Mr. NOLAN. How long have you lived in the District of Columbia?

Mr. O'CONNOR. I came here in 1893 from Atlanta, Ga., from the Fourth Artillery.

Mr. NOLAN. Were you married here?

Mr. O'CONNOR. No, sir; I was married in Pittsburgh, Pa.

Mr. NOLAN. How long have you been married?

Mr. O'CONNOR. Since 1896.

Mr. NOLAN. Your wife has been in the District practically ever since you were married?

Mr. O'CONNOR. Yes, sir; we came here from Pittsburgh.

Mr. NOLAN. Can you get, after consultation with your wife, some idea with regard to the increased cost of the commodities necessary to sustain your family, running along from the time you were married until the present time, and take a day or two to prepare them and then turn them into this committee?

Mr. O'CONNOR. I will try, but I do not know whether she can do it.

Mr. NOLAN. Your wife must be a very good manager.

Mr. O'CONNOR. Yes, sir. In fact, I give her all the credit for managing it, because she spends all the money; I do not spend it myself. Sometimes I wonder how she does it.

Mr. NOLAN. If she could give to this committee from personal experience something in relation to the increased cost of living in the District of Columbia, that is one of the things that this committee is particularly interested in, and a justification for a measure of this kind.

Mr. O'CONNOR. I will try to get her to do it. I do not know whether she can figure that out.

Mr. NOLAN. At least she could probably search her memory and go back 10 or 12 years and say how much 50 pounds of flour was and how much sugar she could get for a dollar and how much the house rent has advanced.

Mr. O'CONNOR. Or course, we could do that. Of course, when we were first married in 1896 I used to go to market, but my wife goes to market now.

Mr. NOLAN. And the price of meat, etc.

Mr. O'CONNOR. Yes.

Mr. NOLAN. You can help us out and help yourself out a good deal if you will give that information to us.

Mr. O'CONNOR. Yes, sir.

Mr. MAHER. If you can get that information, Mr. O'Connor, we would like to have it. You can leave it with the clerk here, if we are not here.

Mr. O'CONNOR. Yes, sir. Thank you.

Mr. MAHER. Are there any other gentlemen here who desire to be heard? If not, we will adjourn.

(Thereupon the subcommittee adjourned.)

SUBCOMMITTEE OF THE COMMITTEE ON LABOR,
HOUSE OF REPRESENTATIVES,
Monday, March 27, 1916.

The committee met at 10.40 o'clock a. m., Hon. John I. Nolan (acting chairman) presiding.

STATEMENT OF MR. RICHARD TAYLOR.

Mr. NOLAN. Just give your name and where you are employed.

Mr. TAYLOR. Richard Taylor.

Mr. NOLAN. What department are you connected with?

Mr. TAYLOR. In the Printing Office.
Mr. NOLAN. With the laborers?
Mr. TAYLOR. Yes, sir.
Mr. NOLAN. Are you representing any organization?
Mr. TAYLOR. No, sir; no organization at all. I would just like to state right here, Mr. Nolan, that as laborers in the Government Printing Office, we do not know the words to express to you our appreciation for the glorious opportunity you have given us to come before you and state our case. We are helpless as though our feet were tied, in the way of having better conditions under the present situation in which we are. There seems to be no way to ever better our condition with the small salaries we get. We have been wondering for the last seven years, since I have been in the Printing Office particularly, as to how we would ever be able to get an increase. We have sought every means in which we could to do it, but at the same time it seems like everything has failed, and it is just the same like we have given up all hope of ever getting anything or ever hearing anyone who would say anything for the laborers. We feel that this bill came to us as a rescuing party, and we feel deep down in our souls that you have done the biggest thing for us, as laboring people, that has ever been done. I have known the men of this country, and I was born here in 1870.

I have been in the service of the Government before I came into the Printing Office for 11 years. I have worked in the same condition practically that I am now, with the exception that I was hired by the month. Of course, I got a little better advantage than I am getting now as a per diem laborer in the Government Printing Office. This $2 a day that I get, it is almost impossible to keep soul and body together. That is true. We sometimes are made to leave our homes simply because we can not give our children what they ask us for. I have my wife and an aged mother—I hope you will pardon me for giving way to my feelings, but I can not help it. I have been trying to care for my aged mother for the last 20 years. She is unable to work. She is 90 years old. I have a wife and three children who look to me only for support. Some years ago, about 10 years ago, we were able to get a little extra work outside of what we were doing in the Printing Office, after closing hours, but it is about shut off now, and we can not get it. We can not get little extra things like we used to do, to make a little extra change to meet our expenses and necessities, and consequently we have to go on and put up with what we can get, and, gentlemen, we do not only suffer from the small pay which we get, but we have nobody in the world to appeal to. It makes no difference what complaint is put against us, we simply have to play mum. We have nobody to appeal to to make an adjustment in the case, nobody to appeal to but God. We have got to take it as it comes. We suffer that daily in the Printing Office. I speak of this because I am working there and I am acquainted with the conditions of the laboring men. Out of the 313 working days in the year, the work of those 313 days, if it is not from illness of some kind, there is some complaint, no doubt, that will go in against us and that we are disciplined or suspended for 10 or 15 days at any time, and there is no one in this world for us to appeal to, regardless as to whether we are guilty or not, and so often we are victims of crime which we have

never committed. The least little technically we are sent home for. I had a similar experience last fall which I least expected.

If you do not mind I will show you this letter where I was sent home in the month of November, the night just before Thanksgiving Day, and I think we would have gotten paid on the 18th or 19th of this month, I think it was. I was sent home for 10 working days for something that I am just as ignorant of as either one of you gentlemen that are in this room. Nothing but God can tell the cause for which I was sent home. I do not know to this day. When Thanksgiving Day came, when I was in hopes to have a little something extra for ourselves, my wife and mother, to eat, I did not have a penny. I had to report on the 18th of November to work, as it reads there, "You may report on the 18th to the superintendent of work and be assigned for duty." They paid off on a Friday, of which I did not get one cent, and I could not borrow anything, for my comrades like myself did not have it to spare. When we get it we simply reach our hands to receive it from the paymaster, and carry it along and give it to the next man. That is the condition of the laboring men in the Printing Office. It makes no difference whatever wrong may be done to you, there is no way in the world to see any officials and have a hearing as to what caused your suspension or anything of that sort.

In that case I tried five different times to see the Public Printer and I could not. Finally I went to his house, 1110 East Capitol Street, when it was as cold as blazes, and he said to me that he did not attend to any business at his house, and he would look after it the next day, but I never heard a word about it afterward.

Mr. VAN DYKE. In a case of this kind you would not want the department not to have complete control of its employees so that they could take any disciplinary action, but what you want is some board to which you can appeal?

Mr. TAYLOR. Yes, sir. I do not object to anything along that line, gentlemen, except for the fact that where we are treated in that way we ought to be able to appeal to the head of the department.

Mr. VAN DYKE. You feel that a man, because he is a Government employee, should have the right of appeal the same as any other citizen of the country?

Mr. TAYLOR. Yes, sir.

Mr. VAN DYKE. Where do you live—here in the District?

Mr. TAYLOR. Yes, sir.

Mr. VAN DYKE. How long have you lived here?

Mr. TAYLOR. I have been here since 1906.

Mr. VAN DYKE. 1906?

Mr. TAYLOR. Yes, sir; I came here from Philadelphia with Maj. Craft, who was appointed quartermaster of the District of Columbia.

Mr. VAN DYKE. Then you have no Congressman to appeal to?

Mr. TAYLOR. No, sir; none at all. And more than that, I would be afraid to even if I had one.

Mr. VAN DYKE. Well, you have that right.

Mr. TAYLOR. Well, we were told four years ago that if anyone was caught going to his Congressman asking any aid or assistance he would be dropped from the rolls.

Mr. VAN DYKE. That was a little over four years ago; it was five years ago.

Mr. TAYLOR. That is my best memory.

Mr. VAN DYKE. You know in 1912 the question was established or settled by a law of Congress giving employees of the Government the right of direct appeal. That was done specifically in the Post Office Department, and that would spread throughout the other departments.

Mr. TAYLOR. It seems to me I remember hearing something like that, but I do not remember whether it reached us or not.

Mr. NOLAN. Do you know any of the conditions surrounding the other employees—the laborers down there, or any considerable number of them—where they are in a similar position and suffer the same hardships that you have been undergoing?

Mr. TAYLOR. The skilled laborers work on the same basis as the unskilled laborers. They receive the same pay and we all do the same work right along.

Mr. NOLAN. But do you know, of your own knowledge, of any considerable hardship that the men down there in general have to undergo, so far as taking care of their families is concerned?

Mr. TAYLOR. Yes, sir; I do, because there are quite a number of them right now. Take, for instance, the six men in the basement, the gang that unloads the wagons of supplies that come in. Those six men have to handle the heavy rolls of paper, and necessarily they wear and tear more clothes than any other men in the building, except the fellows in the press division, in which I belong, because we have all this rough laborers' work. Some of those fellows used to be able to borrow money, but the loan sharks are pretty well disbanded and there is no such thing as that now. And there are no arrangements like that on the outside now, so that nobody can borrow any money, because fellows will not sign the slips guaranteeing that the money will be repaid. There are numerous hardships of that kind.

Now, unskilled laborers have to do the same work as the skilled laborers. For instance, we have to take the big rotary presses, and that work calls for skilled labor, but we do it. Those presses will run off at least 85,000 an hour. We box up the material and load it upon trucks, and all that sort of thing. That is the reason why I have got a wet overcoat on now. I wash the presses, and I worked up until 10 o'clock this morning. We have to work as hard as we can, and if we are a little bit late we will get Hail Columbia for it.

Mr. VAN DYKE. As a matter of fact they are pretty fair over there, outside of the wage scale? There is not anything except the wage scale?

Mr. TAYLOR. Yes, sir; that is the main thing.

Mr. VAN DYKE. As far as the management of the office is concerned they are fair over there in the Printing Office, are they not?

Mr. TAYLOR. Oh, I have nothing to say in reference to that. I merely stated here the hardships that we suffer in the office with the hard pay and no one to appeal to. We can just say to you, gentlemen, that that is the biggest thing that has ever been done for us since we have been laborers under the Government.

Mr. VAN DYKE. Well, that matter of appeal is common to all Government employees. They object to the fact that the man who imposes the sentence, so to speak, upon them, is the man who has to hear their case on appeal, and naturally it is rather bad, because in any ordinary civil life when you are working for an outside person

it is not like that. It is in this way. If a policeman arrests you on the street, you would hate like everything to have him pass sentence on you.

Mr. TAYLOR. Yes, sir; that is true.

Mr. VAN DYKE. And it is true in all Government service at the present time. The man who imposes the sentence is the only man you can appeal to, either him or another man higher up in the Government service.

Mr. TAYLOR. Well, it appears to me like this, if I understand the way you put it, I would not like the man who arrests me to try me, indeed, but in most cases that is the way we are tried. So consequently I consider that we are tried by the man who arrests us. The man who accuses us, we have to submit to him. If I never say anything else, I want to say this much, gentlemen, on behalf of the laborers where I work, just to express our heartfelt thanks and sympathy for you gentlemen of this committee, which has given us this glorious privilege to make this statement and complaint to you, because we feel that if this bill does not become a law I do not know what will be the results for us. We have no object for the future. We love our families just the same as any other men. We wish to protect them just the same as any other men. We try to raise our children to be useful citizens. We try to raise them so that they will always be obedient citizens, but we have not the entire things to make them proper citizens, to learn the duty that is necessary to be proper citizens of this country; we have no means to give to them what they really want and desire to have. That is the truth, as I am stating it. I will tell you it is the truth. Gentlemen, Mr. Ohler, who stated to you about the $720 a year man, I wish that gentleman had taken up the $626 a year man. If the $720 man's wages did not cover his expenses, how do you think that a $626 man can cover his expenses? When we get to the market we can not buy second stuff now like we used to do. The pure food has got so now that a fellow classes all his stuff as first-class stuff, and you have got to pay the first-class price for it. That is true. If we get a pound of fatback to-day we have got to pay 14 cents for it, and a quart of beans once in a while and a quart of corn meal that is like hominy and sand. But what can we do? If we do not pay our rent we are set out in the street, and the houses that we live in are not fit to live in, but we can not do anything else. The man sees that we are helpless and he will not do anything for us.

Mr. VAN DYKE. Your home is here in the District?

Mr. TAYLOR. Yes, sir.

Mr. VAN DYKE. As a matter of fact, if you should quit your present position you could get no other work in the District.

Mr. TAYLOR. It does not seem so.

Mr. VAN DYKE. And you do not like the idea of taking chances of moving back in another part of the country?

Mr. TAYLOR. No, sir.

Mr. VAN DYKE. And that is true because there is not a large amount of outside work in the District?

Mr. TAYLOR. Yes, sir.

Mr. VAN DYKE. So that the conditions in the District would be a little more different from the other parts of the country?

Mr. TAYLOR. That is true.

Mr. VAN DYKE. When you once get on the job here you will not let it go.

Mr. TAYLOR. And you had better not let it go, because if you do you will starve. You just let us lose 5 or 10 days if you want to see what the perils are. Here your rent comes due and you have to have something to eat. It is no use thinking about clothes, because that is past consideration. I do not know what they are any more than getting a few second-hand clothes down at Justh's stand whenever I can get a few dollars to do it. That is all. I thank you for this opportunity. I am praying God that this will certainly become a law. If I am allowed, may I ask just one question, gentlemen?

Mr. NOLAN. Proceed.

Mr. TAYLOR. If this bill becomes a law will we laborers be protected in our jobs to the extent that we will be able to receive whatever the bill carries for an increase for us?

Mr. NOLAN. Undoubtedly.

Mr. TAYLOR. Thank you, sir. That is all I have to say.

STATEMENT OF MR. FRANK J. MITCHELL.

Mr. MITCHELL. Now, gentlemen, I am a watchman in the State, War, and Navy Department. I have been in the employ of the Government about 25 years, almost constantly. I have here a few figures that I took from receipts and account books which my wife keeps. I will first state that I am a married man with a wife and one little girl 10 years old. Here is how we spent my salary for the year of 1915. For groceries it cost us $27 a month. Now, that is less than a dollar a day for three people. You gentlemen know at the present high cost of living we do not have money enough to get the things to eat, and that figures up $324 for the year. I paid $16 a month house rent. That is about as cheap house rent as you can get in the city of Washington and live in anything that resembles a house, and that figures up $192 for the year. Now, my coal bill was 6 tons of coal, at $6.35 a ton, that year. That is very reasonable, because a gentleman living next door to me, lives in the same kind of a house, as I do, and he burned 9 tons where I only burned 6 tons. Six tons of coal, at $6.35 a ton, was $38.10. My gas bill is $2.80 per month. That is not any too high in view of the fact that my wife did all her own washing and ironing. That figured up $33.60 for the year. Now, my house furnishings for last year, that includes a little matting for the floor, a little stair carpet, a few window curtains, and other necessities that are needed in every home throughout the year. We spent in that line $53.50. We spent $65 for our clothing last year. That includes my wife, my child, and one watchman's uniform for myself, which I have to pay for out of my salary.

Mr. NOLAN. How much did that uniform cost?

Mr. MITCHELL. $16.10. I have just now had another uniform wished on me by the superintendent of the State, War, and Navy Department. It is now being made. Our shoe bill for the last year was $12. That is very reasonable for three people. Our insurance—now, I believe in every married man carrying a little insurance. I carry insurance on myself, a little on my wife, and a little on my child. It amounts to 55 cents a week. That figured up for

the year $28.60. Now, our doctor's bill for last year was $12. We spent for medicine $8. Now, gentlemen, do not get shocked at this next article. This is amusements. During the entire year we went to a moving-picture show three times. It cost us 75 cents. Now, in view of the fact that times are getting so hard, we have decided that we can not avail ourselves of that little luxury this year. That 75 cents will have to go for other purposes. All our things figure together $767.55. My salary is $720 for a year. I believe if it was possible for a man and wife and child to live on $720 a year I believe that me and my wife could do it; but it is not possible; it can not be done. You subtract $720 from $767.55 and it leaves $47.55. That has to be paid out of this year's salary. Now, in view of the fact that I have to pay that out of this year's salary, and just now have to provide myself with another uniform, I hate to think about what my condition is going to be at the end of this year, because if you will take the price of provisions for this month last year, the month of March, and compare those prices with the prices this month at the present time you will find that everything has advanced about 15 or 20 per cent, and it is going to cost me considerable more to live this year than last year. Now, gentlemen, two years ago next month, in April, I bought a suit of blue serge for myself and paid $10 for it. Now the pants to that suit are gone and I wear my uniform pants. That is all that I have. I have on here the coat and vest for it. That is all I have got.

Now, I do not think any of your would care to put that on and go down Pennsylvania Avenue, but I am forced to wear it before you here this morning because I have no means to get another. That is the mystery—how I am going to get another coat and vest—that I have not been able to solve. That is the reason I came before you here this morning, to ask you to solve it for me. You have the means at your hands to do it—Mr. Nolan's $3 a day bill. I think that is all I have to say.

Mr. NOLAN. Will you let me ask you, Mr. Mitchell, how many watchmen are employed in the State, War, and Navy Building?

Mr. MITCHELL. I think at the present time there are about 42 or 43.

Mr. WILLARD H. WHEELER. Forty privates, 3 captains, and 2 lieutenants. That is, in the building proper.

Mr. NOLAN. Is that the minimum salary or is that the general salary paid to watchmen?

Mr. MITCHELL. That is the salary paid to all the watchmen.

Mr. NOLAN. Except the officers of the guard?

Mr. MITCHELL. Yes; the lieutenant gets $70 a month and the captain $100 a month.

Mr. NOLAN. Is your situation about the average situation of the rest of the watchmen in the State, War, and Navy Building, as far as hardship is concerned?

Mr. MITCHELL. That is so in regard to those men who have no other source of income but their bare salary of $720 a year.

Mr. NOLAN. Are you appearing at the suggestion of those men down there, or any number of them?

Mr. MITCHELL. Well, at the suggestion of a few of them, not the entire watch force. I do not come here to represent anybody in particular except myself. I am speaking for myself and my own condition and my own family.

Mr. NOLAN. Is there anything else, Mr. Mitchell, that you care to say?

Mr. MITCHELL. I do not think so, sir. I think I have said quite enough.

Mr. WHEELER. That is my sentiment, Mr. Nolan.

Mr. NOLAN. You coincide with what Mr. Mitchell has said?

Mr. WHEELER. Yes, sir. It costs me a little more, because I have got two children, both girls. I would not want to take up any of your valuable time, because I think Mr. Mitchell has covered it pretty well.

Mr. NOLAN. Just give your name so that it will appear on the record.

Mr. WHEELER. My name is Willard H. Wheeler.

Mr. NOLAN. Now we will hear Mr. Lahey.

STATEMENT OF MR. DANIEL LAHEY, REPRESENTING THE NAVY YARD HELPERS.

Mr. LAHEY. I represent the navy yard helpers, an organization of this city. This organization has gone on record as heartily in favor of the bill known as the Nolan minimum-wage bill. Owing to the cost of living in the city of Washington, it is almost impossible for a man with a family of children to live on the wages he receives. A man with a family of wife, self, and four children receiving $676.08, or $2.16 to $2.40 per day, can not live and raise a family without some other source of income. We are forced to take our children from school to help keep our homes, as our salary is not sufficient to do so. Gentlemen, the following is a true account of my own household expenses, allowing nothing for doctor, medicine, tobacco, newspapers, or pleasure of any kind: Grocery bill, per month, $35; house rent, per month, $15. Now, this very same house, Mr. Chairman, eight years ago rented for $10 a month. No improvements whatever were made to this house, only the exposed gas pipe has been run across the ceiling, and they raised the rent to $15 per month. It is an old-fashioned house that has been standing for the last 39 years, they claim. I use a ton of coal a month and maybe a little more, costing me $7.50. I am not able to buy and put in a winter's supply and have to pay a high price. I use about a dollar's worth of wood. I have four children and I have to pay $1.69 for the children's shoes, and I use two pair a month, on the average. Clothing for the children, $3. My insurance for myself and family, my dues, run to $2 a month.

Now, gentlemen, if sickness should come to me or one of my family, and I have to put off some of my creditors, they would write to the department in which I am employed and I would receive notices that if I did not pay my bill I would be discharged for nonpayment of debts. It is true that a man likes to pay his bills if possible, but my wife has not been in good health for some time, and she has been very seriously sick, and just as quick as I am a little delinquent in paying a bill I get a notice saying that unless the bill is paid I will be discharged for nonpayment of debts. Now, gentlemen, this is my own individual statement, but there are a great many more men, members of this organization, in the same position as myself. This is why we have organized a local union of helpers in the navy yard, hoping we would be able to get an increase in wages

from the department or through Congress, so that we could live like men and educate our children, and not have to take them from school to send them to the factory or shop to help us to keep a home for them. The mechanical trades have received increases in wages of about 30 per cent in eight years, while the helpers have only received 7.8 per cent. The helpers received an increase through an act of Congress three years ago, and that is the only increase we have received in a period of eight years, and in that time living has increased, I believe in some places, about 90 per cent. Some of the articles we have been forced to buy have increased over 100 per cent. Eight years ago you could buy smoked shoulder or corned shsoulder at 7½ or 8 cents a pound. Now it is 15 cents a pound. You could buy beans for 8 cents a quart, which is 2 pounds. Now you pay 10 cents a pound. Hominy was 10 cents a quart, and now it is 8 cents a pound. So that is the condition under which we are forced to live. I was forced to take one of my children from school and to put him to work in one of the stores in the city to try to help keep a house and home for them.

Now, gentlemen, I hope you will use all honorable means at your command to work for the passing of this bill, because it would help us a great deal down there. There are men down there in a worse fix than I am myself. Some of the members of our organization have families of 8 or 10 children. I am fortunate; I have only 4.

Mr. VAN DYKE. You say the cost of living has increased in some places 100 per cent, and house rent has increased from $10 to $15 per month, which would be 50 per cent.

Mr. LAHEY. Yes, sir.

Mr. VAN DYKE. What has been the increase in your wages?

Mr. LAHEY. Seven and eight-tenths per cent.

Mr. VAN DYKE. If that same proportion of increase keeps up both ways, you will find yourself in a rather bad fix.

Mr. LAHEY. Well, we will be in a worse fix than we were before we received the increase. Now, take wood, for instance. Six years ago wood was selling in the city for $4 a cord. Now it is $8 a cord. Coal was $6 and now it is $7.50, the way we have to buy it, because we can not buy it in any large quantities. Shoes for the children—I used to be able to buy a pair for my little ones for 95 cents or $1. Now I can not get a pair of shoes fit for them to wear for less than $1.50 or $1.69. As for myself, I have not had a suit of clothes in the last 8 years. This vest I got in 1908. The stamp is on there, the date on which it was made, September 8, 1908. This overcoat is the only one I have got. I have not had one in 8 years.

Gentlemen, I thank you. I wish you would use all your good offices in trying to see that this bill becomes a law, because we are very much in need of help. Seven-tenths of the men down there have either seen service in the Army or Navy or Marine Corps. They are young industrious men, and work very hard. The work down there requires a lot of food to keep up their strength.

Mr. VAN DYKE. You say that most of them have served in the Army, Navy, or Marine Corps?

Mr. LAHEY. Yes; pretty much all of them have served in the Army, the Navy, or the Marine Corps.

Mr. VAN DYKE. What do they receive at the present time?

Mr. LAHEY. $2.16 is the minimum, and $2.40 is the maximum wage for them.

Mr. VAN DYKE. Your condition is the same as all the helpers down there?

Mr. LAHEY. Mine is the same; in fact, mine is worse than some of them. There are some few of them who are not married, but the general run of them are married and raising a large family of children. That is all I have to say. Thank you.

STATEMENT OF MR. M. W. CLARKE.

Mr. CLARKE. Mr. Chairman, I am from the Patent Office. I do not know whether I could help this committee very much or help the cause of the clerks, but I believe that every little bit may help the cause, so that I thought I would come up here and try to make a few remarks in regard to the lack of opportunity of promotion in the classified service. Of course, there are a great many employees in my particular bureau that have been there a great many years and are still getting small salaries, $720 and $900, with families. Some of them get $1,000, but the higher they go the slower the promotions are made. I might cite my own individual case. I came in the department in 1895. I came in at $480, and I immediately took the first-grade clerk's examination, and I qualified for promotion, and since then I have been promoted four times. At the present time I am getting $1,200. Now, $1,200 in Washington is different from $1,200 somewhere else. Of course, I have not made a close study of the conditions here as to the cost of living, because my case has not made it necessary for me to do so, but after having read the testimony of a great many of those who had appeared before this committee, I thought it might be well to point out the lack of opportunity given to a man after he reaches a living wage; that is, $1,000 or $1,200 a year. Now, as you probably know, the cost of living is as high, if not higher, than it is in a great many cities. I believe that if a man has a family that $1,200 a year is hardly sufficient to keep that man's family properly clothed and fed and afford any allowance for pleasure. In this case I have a mother and an aunt to support, besides myself, and for the last 10 years I have not received promotion, although my record, I believe, is A No. 1. It is so stated by an official in charge of the bureau. The reason why I have not been promoted is simply because there has been no vacancy for me to receive promotion. At the present time I believe my name is at the top of the list. I have been told so. In the past 32 months there has been but one vacancy in our office.

Mr. VAN DYKE. That is nearly three years.

Mr. CLARKE. Yes, sir. You can readily see that where there are 126 men on the same roll as myself, drawing the same salary, that there is a lack of opportunity for advancement. There are 126 employees in our particular bureau in the Patent Office.

Mr. VAN DYKE. Have you any grades above the $1,200 grade?

Mr. CLARKE. Yes; the $1,400 grade.

Mr. VAN DYKE. How many $1,200 men have you?

Mr. CLARKE. One hundred and twenty-six.

Mr. VAN DYKE. How many in the $1,400 roll?

Mr. CLARKE. Only 14.

Mr. VAN DYKE. That means that the entire force of $1,200 men are waiting patiently for somebody to die in the $1,400 grade.

Mr. CLARKE. Yes; or in the $1,600 or $1,800 grades. They grow less as they grow higher.

Mr. VAN DYKE. Proportionately?

Mr. CLARKE. Yes; proportionately. There are four or five at $1,600.

Mr. VAN DYKE. You have no such thing as automatic promotion?

Mr. CLARKE. No, sir. We have to depend entirely on vacancies caused by death or resignation, because there has been no increase in the clerical force of the Patent Office. There have been a few increases made in the examining quarter, but that is all.

Mr. VAN DYKE. You are in the same boat in the Patent Office as they used to be in other branches of the service. The man who received the maximum salary never resigned and seldom died.

Mr. CLARKE. That is true. Of course, I am here in my own behalf and also in behalf of my fellow clerks, because there are a great many who are getting no more than I am. I can be decent and live respectably at home and make myself respectable, but I am not able to carry any insurance or contribute to any unions.

Mr. VAN DYKE. Whom have you dependent on you?

Mr. CLARKE. My mother and my aunt. They are both over 74 years of age. Of course, being at that age they are sick considerably and it takes every extra penny.

Mr. VAN DYKE. You would not be able to think of supporting a wife?

Mr. CLARKE. Absolutely not. I have often wanted to marry, but mere fact that my salary is so small prevented me, because I could not afford it. It would be suicide; it would be certainly a grave injustice to any young lady to ask her to become my wife with that salary.

Mr. VAN DYKE. We have had a great many people appearing before this committee in the laboring class, unskilled and skilled labor, who have told what hardships they were suffering in trying to live on their salaries. Now, in speaking of the different classes of Government employees, I take it that the Government expects a different standard of living from different classes of employees.

Mr. CLARKE. I should think so.

Mr. VAN DYKE. For instance, in the Patent Department where you get in touch with the public and meet the public every day, you have got to dress differently?

Mr. CLARKE. Exactly.

Mr. VAN DYKE. In other words, your necessities are greater?

Mr. CLARKE. Exactly.

Mr. VAN DYKE. Consequently the matter of the increase of a $1,200 salary is just as important to that class of people as to those who receive a nominal sum of $2 a day?

Mr. CLARKE. Yes; I think so. A great many of the low-salaried men can live cheaper, because their work does not require the front that the clerk has to put on. The clerk has to look a little bit better than the laborer. That stands to reason. His duties are different, and he feels that he ought to draw more money than a man laboring in the department sweeping floors and lower classes of labor.

Mr. VAN DYKE. There is a niche in society for every man, and the necessities of some people are not the necessities of other people?

Mr. CLARKE. Yes, sir; that is very true.

Mr. VAN DYKE. And in your case your necessities should be viewed in a different light from those of men who are unskilled laborers?

Mr. CLARKE. I think so.

Mr. VAN DYKE. And consequently the proportion of increase would be just as great to you as to anybody else?

Mr. CLARKE. Yes, sir. Now, without saying too much about the importance of my work, my work is looked upon as quite important. It brings me constantly in contact with the Commissioner of Patents and the assistant commissioners. All of my work is reviewed personally by the chief clerk, except the congressional inquiries relative to the status of applications before the office, and other matters, some pertaining to patent law. I have a slight knowledge of patent law from long experience in the office. Having been there the number of years that I have, I have become thoroughly conversant with the work not only in my own individual division but also the work all over the office. I am thoroughly familiar with 16 desks in our immediate division.

Mr. VAN DYKE. Then, you feel that the same character of work that you do for the United States Government, if done for private corporations, would demand a higher wage?

Mr. CLARKE. I think so. If I had spent the number of years outside that I have in the department, I think I would have demanded a larger salary outside.

Mr. VAN DYKE. And this condition is not due to the individual officials in your office?

Mr. CLARKE. No, sir; I would not want to say it was. It is due to the lack of vacancies.

Mr. VAN DYKE. Well, it is a matter of limitation placed upon department officials by law?

Mr. CLARKE. Yes, sir. Now, Mr. Van Dyke, I might say this, without casting any reflection upon my superiors in the office: When a vacancy does occur you can readily see that the opportunity of any individual on that $1,200 roll for promotion is very slim, for the very reason that one man may be singled out or looked upon as more capable in the eyes of the official who has the authority to make the promotion, and he will promote that man, although in reality I might be the one who ought to get the promotion.

Mr. VAN DYKE. Do you not have a rule of promotion in your office based upon seniority and efficiency?

Mr. CLARKE. Yes; but I am inclined to doubt whether it always works out as it should work out, because I have seen cases in the office where men have come in after I came in and have been promoted. I have worked under three chiefs in that division and have yet to have that promotion offered me. I do not know whether they think I have not sufficient executive ability, but I think I have.

Mr. VAN DYKE. Well, that would be the only cause that they could find for not promoting you—lack of executive ability.

Mr. CLARKE. Exactly; but I never heard that stated. I do not know whether I lack that ability any more than anybody else; but I say it is a matter of choice sometimes, where other things are considered equal; they probably pick out somebody that they think has worked better than somebody else. But you can see that where there are 126

people and only 14 people in the next class it is very discouraging to work year in and year out and see your friends and acquaintances in some other department go up very rapidly.

Mr. VAN DYKE. There is no incentive?

Mr. CLARKE. No. I have in mind two or three cases in which my personal friends have been in the other departments—the Post Office and Treasury Departments—not so long as I have been in this department, and they are now getting $1,800 and $2,000 a year. They came in after I came in, and I am sure they were not more efficient than I, because we were schoolmates and I qualified at the same time that they did. Now, I am not able to speak in behalf of those gentlemen who are drawing smaller salaries, such as $720, or I could not say very much from the standpoint of poverty, because I have not experienced that. When my father died he left me in the department, and, of course, I have not known what that means. I know there are men in the same department that I am employed in who have a very hard time to make both ends meet. Of course their opportunities for promotion are greater than mine, because there are more vacancies.

Mr. VAN DYKE. But at the same time, Mr. Clarke, do you not believe that the present rate in the increased cost of living is going to beat them to it?

Mr. CLARKE. Yes, sir.

Mr. VAN DYKE. Even taking into consideration the promotions that will come.

Mr. CLARKE. Undoubtedly, I think there should be a general increase all along the line.

Mr. VAN DYKE. So as to keep up the standard that was originally intended?

Mr. CLARKE. Yes, sir. It was formulated in the fifties.

Mr. VAN DYKE. In 1857.

Mr. CLARKE. I think so.

Mr. VAN DYKE. Are there any others in your department who would like to be heard before this committee?

Mr. CLARKE. I have not made any inquiries. I have not any doubt but what some of them would like to testify, although they felt like I did, that this subject would be thoroughly covered by officials of the unions formed in the bureaus. They might be able to state some individual facts, like I could. I thought I would come up and state some facts in my own case. I thought it would not do any harm. I have no doubt that there are some in the department who would like to come up and speak a word, if they thought the officials would not object. I had some little hesitancy in coming here without consulting some of the officials before I came here. I saw no reason why I could not come over and state my side of the case without any reflection upon the officials.

Mr. VAN DYKE. Well, as a matter of fact, it is not a matter of reflecting upon the officials; it is a matter of limitation placed upon the officials as to the minimum wage.

Mr. CLARKE. That is it, exactly. A great many of the clerks are interested to the extent that they all hope for the best, but when it comes to testifying before any committee, the most of them feel as if they might be called upon to say something that might jeopardize their standing in the office and they decline on that account.

Mr. VAN DYKE. You can tell them that we will not ask them any embarrassing questions, and nothing that will harm them at all.

Mr. CLARKE. Yes, sir. I felt that if there was testimony or anything that might be valuable, it would be invited. That is the reason I cam up here. I am sure that is all I can say. I hope you will do everything you can to help this bill along, because I think it is a matter of justice to all the employees in the Government service.

Mr. VAN DYKE. You can tell them all that we will be glad to hear them. Tell them they can just send their names to the committee and we will give them a hearing.

Mr. CLARKE. Thank you very much, Mr. Van Dyke.

STATEMENT OF MR. CHARLES WILLIAMS.

Mr. WILLIAMS. I am a night fireman up there at the White House. I put in three years and five months under Col. Roosevelt; I put in four years under ex-President Taft, and I put in three years and one month under President Wilson. I have been increased in pay, in a little over 10 years, 25 cent a day. I got that when I first went there. I have got five boilers to look after. I have got the kitchen range to look after. I have got the coal to wheel in on my shift, which would be the 4 o'clock shift, but when the man comes on the 12 o'clock shift he can not wheel the coal, because it makes too much noise. On the 4 o'clock shift a man has to get in all the wood and coal into the kitchen for the use of the family that night, and even the fireplace work. All they pay is $1.75 a day. I have no Sundays off. I have no holidays off. During the summer months, in the half holidays, I have got to work eight straight hours through, and if I loose an hour or two, or a day, I get docked for it. Really I work about six days overtime for the Government and do not get a cent for it.

Mr. VAN DYKE. You are one of the White House employees?

Mr. WILLIAMS. Yes, sir.

Mr. VAN DYKE. What wage do you get at the present time?

Mr. WILLIAMS. $1.75 a day.

Mr. VAN DYKE. Your position is night fireman?

Mr. WILLIAMS. Yes, sir; and I fire five boilers. As I said before, during the half holidays in the summer I do not get none of that. I do not get any time off and no extra for overtime, but for every half day or an hour I am off I get docked for it.

Mr. VAN DYKE. You do not receive any vacation?

Mr. WILLIAMS. No, sir.

Mr. VAN DYKE. You work seven days a week?

Mr. WILLIAMS. Yes, sir.

Mr. VAN DYKE. Eight hours a day?

Mr. WILLIAMS. Yes, sir.

Mr. VAN DYKE. Or eight hours a night, rather.

Mr. WILLIAMS. Yes, sir; at night.

Mr. VAN DYKE. You are on the night shift?

Mr. WILLIAMS. Yes, sir.

Mr. VAN DYKE. You oftentimes work overtime?

Mr. WILLIAMS. Yes, sir; during the summer months.

Mr. VAN DYKE. You work overtime during the summer months?

Mr. WILLIAMS. Yes, sir; that is the half holdiays on Saturdays.

Mr. VAN DYKE. And you do not receive any pay for the overtime?

Mr. WILLIAMS. No, sir; not a penny, and no time off. Still, if I lose any time I get docked for it.

Mr. VAN DYKE. How many more people are working at that place who receive that wage of $1.75 a day?

Mr. WILLIAMS. Well, one man gets $2 a day, I understand, and the rest of the men who work on the ground, I think they only get $1.60. I am most sure that is right.

Mr. VAN DYKE. You have been working at the White House for 10 years?

Mr. WILLIAMS. Yes, sir.

Mr. VAN DYKE. And received 25 cents a day increase in 10 years?

Mr. WILLIAMS. Yes, sir.

Mr. VAN DYKE. What department do you come under?

Mr. WILLIAMS. Public Buildings and Grounds.

Mr. VAN DYKE. Have you ever made an application for a raise?

Mr. WILLIAMS. Yes, sir. The only excuse they had was that they had no money.

Mr. VAN DYKE. No money?

Mr. WILLIAMS. No. money.

Mr. VAN DYKE. How do you find $1.75 a day? It is rather a small amount to get along with?

Mr. WILLIAMS. The only way I do is to get out and hustle around and see what I can do, and oftentimes I can get a lot of pipe work, pipe covering to do. Now, at this time of the year there is nothing doing. Last summer I had five launches to look after and that helped along. My wife kept a boarding house and broke her health and now she is losing her eyesight and she had to give it up, and that is a great deal of expense.

Mr. VAN DYKE. Have you any children?

Mr. WILLIAMS. No, sir; not now. I have buried two children. I think that is about all I have got to say. That is all I get, $1.75. I have five boilers to look after, and the kitchen range.

Mr. VAN DYKE. It takes a little technical knowledge to look after those boilers?

Mr. WILLIAMS. Yes, sir; it does. There are two steam boilers and three hot-water boilers.

Mr. VAN DYKE. Do you know of any other men on the outside, who are not working for the Government, who receive as small a wage as that for the same work you are doing?

Mr. WILLIAMS. No; I do not, to tell you the truth about the matter.

Mr. VAN DYKE. But you are in the same position as the other employees in the city of Washington. They dare not leave the job they have now, because there is so little work on the outside.

Mr. WILLIAMS. Yes, sir. Of course, you have got to do something to make ends meet. You have got to do it, and that settles it. If a man sees something to do he can not let it go. I see something to do on the outside, and I get up and make a dollar or two in that way. Many a time I have left the White House at 11 o'clock at night and gone down to the Raleigh and down to the Willard and other hotels, and done some asbestos work, and made an extra dollar or two.

Mr. NOLAN. What do they pay night firemen at the Willard?

Mr. WILLIAMS. I do not know; I never asked what they pay.

Mr. NOLAN. Do they generally board their men?

Mr. WILLIAMS. I guess they do; yes, sir. I see them eating there off of their plates, and I guess they feed them there.

Mr. NOLAN. They could not pay them much less than they are paying you.

Mr. WILLIAMS. Oh, no; I work six days in the year and give them to the Government for nothing. Down at the Raleigh the engineers and the oilers and electric men, I know they eat down there, because I see their meals fetched in to them.

Mr. VAN DYKE. Do you know what they receive?

Mr. WILLIAMS. No, sir; I did not ask what they get, because they have all colored firemen there, and I have nothing to say to them whatever. I never make any inquiry one way or the other.

Mr. VAN DYKE. Do you know what the firemen receive in other public buildings?

Mr. WILLIAMS. $60 a month, I understand.

Mr. VAN DYKE. $720 a year.

Mr. WILLIAMS. Yes, sir. That is what one of them told me over at the War Department, and that is little enough for a man to stand up wringing wet at those boilers and burning the hide off of him. I thank you for your attention.

STATEMENT OF MR. H. M. McLARIN, TEMPORARY PRESIDENT OF THE FEDERAL EMPLOYEES UNION, NO. 15007, OF THE AMERICAN FEDERATION OF LABOR.

Mr. MCLARIN. Mr. Chairman, for the purposes of estimating what the cost to the United States under this bill will be I have compiled from the Official Register of the United States for the year 1915 and bulletin No. 94 of the Census Bureau, 1907, known as "Statistics of Employees in the Executive Civil Service of the United States," figures showing the following results. This data is based on 185,874 employees, from which the data was compiled: The employees at the present time in the whole executive, judicial and legislative branches of the service are given in the register as 488,711, but the percentages will apply right along at the present day in the same way as they did in 1907 and would be even smaller. I have the percentages of the people that the bill would affect, and those percentages would not be changed much one way or the other by the inclusion of the legislative and judicial branches, because the large proportion of the salaries in those branches are more than $1,080 a year.

Mr. VAN DYKE. You are only dealing with those under $1,080 a year?

Mr. MCLARIN. Yes, sir. Now, the number given in this part as the total number of persons employed in the executive service, exclusive of the Army and Navy, 62,663 postmasters, 18,376 mechanics and laborers and mechanics at navy yards and stations, 12,850 post-office clerks at offices not having free delivery—that is not included; I do not know why—and 1,031 employees of the Weather Bureau who devote part of their time to the service.

Mr. NOLAN. That is not included in your estimate?

Mr. MCLARIN. No, sir.

Mr. VAN DYKE. Are those fourth-class postmasters?

Mr. McLARIN. The bulletin does not say which. It just says that they are covered in a later edition. So I imagine they are fourth-class postmasters who devote part of their time to something else.

Mr. NOLAN. They have some other little business on the side.

Mr. McLARIN. Yes, sir.

Mr. VAN DYKE. And they are paid by the number of stamps they sell.

Mr. McLARIN. Yes, sir. Of course, that does not take in piece-work employees or special employees. So I have taken for the basis of the estimate 200,000 employees, which I think will take about a good average of the number of employees intended to be affected by this bill. Now, the percentages given in this bulletin show that the employees receiving less than $720 per annum represent 19 per cent of this 200,000. Those receiving between $720 and $840 are 11.7 per cent; between $840 and $900 the percentage is 5.7 per cent; between $900 and $1,000 the percentage is 23.6 per cent. Now, the percentages, as given here, show that the percentage in the District of Columbia of those receiving less than $720 is 25.6 per cent, as compared with 18 per cent of the same grade outside of the District of Columbia. So that we have 7.6 per cent greater number of employees receiving less than $720 in the District of Columbia than we have elsewhere in the lowest salaried employees. In connection with that we have a number of employees in the District of Columbia receiving these low salaries, as a rule, who are employed all day long regularly, every day, while in a great many cases outside of Washington employees receiving low salaries are not employed all day long, but devote only a part of their time in performing duties.

According to these percentages, the increases in pay under the first section of this bill would affect 60 per cent of the employees of the Government in the executive civil service. That takes the percentage up to those receiving $1,000; 62.7 per cent of the employees outside of the District of Columbia would receive increases and the pay of but 42.8 per cent of the employees in the District would be increased. Now, taking the different grades of employees, we can see that those receiving less than $720 at the present time would get an increase of not less than $360. Those receiving less than $840 would get an increase of not less than $240. Those receiving less than $900 would get an increase of $180. Those receiving $1,000 would get an increase of $80. The total numbers and amounts of the increases would be, for the aggregate employees in the District and outside of the District, 60 per cent of the 200,000 employees, which would amount to 120,000 people. The average increase would be $204 a year. The total cost of such increase under the first section of the bill would be $24,524,000. Now, in the District of Columbia, in which 30,000 of the 200,000 of the employees are placed, there will be 42.8 per cent of them that are affected by the first section of the bill, or 12,840 employees. The average increase in their cost will be $297, because there is a much larger percentage of those receiving low salaries in the District, and the total cost would be $3,812,000.

Now, that leaves outside of the District 170,000 employees, 62.7 per cent of which will receive an increase under the first section. That is, 106,590 employees of the United States outside of the District will receive an average increase of $201 per annum, amounting to a total

of $21,467,600. As a rule, the employees excepted from this estimate—that is, those of the legislative, executive, and judicial, postmasters, and mechanics at navy yards and stations, etc.—will be found to receive considerably more than $1,080 per annum. Especial attention is invited to the fact that an extremely large proportion of the employees receiving less than even $720 per annum are of the District of Columbia, a place in which the cost of living is notoriously high. The benefit of the increases provided in this bill, however, applies to only about 12,000 or nearly one-half of the employees of the United States in the District of Columbia, while 106,590 of the employees outside of the District of Columbia will be the recipients of increased pay under the first section of this bill. Those in the District of Columbia will get $3,812,000 more pay per annum than at present, while those outside of the District of Columbia will get $21,467,600 more pay per annum than at present. So you see that in appearing before this committee in behalf of this bill we are pleading not only for ourselves but for more than 100,000 constituents of Congressmen in the various congressional districts.

Now, I have figured up the cost under section 2 of the bill, using the same figures, but in order to arrive at a greater degree of accuracy I have limited the application of these figures to only employees working full seven hours a day, except during annual or sick leave, but with the understanding that the increases will be proportioned to the number of hours employed to all employees receiving $1,080 per annum or less. That is, all of those who are working for $1,080 will get a proportionate increase for the number of hours that they are now working. Now, 120,000 people will receive a straight increase amounting to $24,524,000. Now, above that grade to $1,080 to $2,500 we have 37.8 per cent of the employees, and a 5 per cent increase the first year to these employees, and also to those receiving $1,080, would be $11,804,000. The total of the whole increase, including the increase to $1,080, would be $71,740,000 at the end of four years. The salaries paid to employees would be $71,740,000 more than they are now.

Mr. NOLAN. That is for all employees?

Mr. MCLARIN. All employees. Now, as only about 15 per cent of these employees are in the District of Columbia, the proportion to the District of Columbia would be $10,761,000 per annum more than is now paid, but outside of the District there would be paid each year $60,979,000 more than is now paid each year. I have these figures here in detail, which I need not read. There are a few general subjects here outside of this matter of general statistics that I would like to get in the record.

Mr. VAN DYKE. How much did you say would be necessary in the District of Columbia under the provisions of this bill?

Mr. MCLARIN. Under both sections?

Mr. VAN DYKE. Yes.

Mr. MCLARIN. At the end of four years it would be $10,761,000 more per annum paid to employees than is paid at present.

Mr. VAN DYKE. And in the entire country how much?

Mr. MCLARIN. $71,740,000.

Mr. VAN DYKE. In other words, in the District of Columbia it would take less to increase the wages for how many thousand people?

Mr. MCLARIN. Thirty thousand people in the District of Columbia.

Mr. VAN DYKE. And in four years it would cost us less than to buy one battleship.

Mr. MCLARIN. Yes, sir.

Mr. VAN DYKE. And throughout the entire United States it would be about the cost of four battleships?

Mr. MCLARIN. Yes, sir.

Mr. VAN DYKE. I would like to bring that out as another method of preparedness, industrially.

Mr. MCLARIN. Yes. I was going to speak a little further on of the fact that we are preparing for war, furnishing great battleships and armies, and so on, but in the meantime they seem to be forgetting the fact that the Government could not possibly run these things in any way without the services of the executive employees.

I will put these statistics in the record.

(The paper submitted by Mr. McLarin is as follows:)

Mr. Chairman and gentlemen, I wish to thank this committee for the consideration and attention it has shown to our treasurer, Miss Etheridge, and myself in our attempts to represent he Federal Employees' Union. As you know, this is our first experience in matters of this kind. When our organization next seeks to present matters to the attention of Congress, as we hope and expect to do soon and often, we will be better prepared to state our case in a complete and succinct way.

On Monday morning, March 20, 1916, I undertook to give you a résumé of the events leading up to the formation of our organization. Later in the same week Miss Etheridge presented to you statistics showing the percentage of Government employees who were attempting to live and support families on salaries less than the amounts estimated by statisticians to be actually necessary to support life.

For the purpose of estimating what the cost to the United States under this bill I have compiled from the Official Register of the United States for 1915 and Bulletin 94, Statistics of Employees Executive Civil Service of the United States, figures showing the results below. I would highly commend this bulletin of the Census Bureau, dated July 1, 1907, to persons seeking statistical information regarding employees of the United States. The figures presented therein represent nearly 200,000 employees in the executive civil service of the United States, classified and unclassified, in the District of Columbia and elsewhere, showing practically every conceivable angle of information regarding such employees.

The total number of persons employed in the executive civil service of the United States, exclusive of the Army, Navy, 62,663 postmasters, 18,376 mechanics and laborers at navy yards and stations, 12,850 post-office clerks at offices not having free delivery, and 1,031 employees of the Weather Bureau, with a number of special and exceptional employees not properly to be classified with other employees by reason of the method of their appointment or employment, is 185,874.

The Official Register for 1915 gives the number as 488,711, including all employees in the Postal Service, the legislative and judicial branches of the Federal Government.

For statistical purposes, and to avoid complicated computations, this number may be considered as in round numbers who will in the percentages given below be beneficiaries of the Nolan minimum-wage bill, 200,000.

The percentages given in Bulletin 94 of the census, 1907, page 32, table 20, for the various rates of pay are:

Aggregate: Less than $720 per annum, 19 per cent; $720 but less than $840, 11.7 per cent; $840 but less than $900, 5.7 per cent; $900 but less than $1,000, 23.6 per cent.

District of Columbia: Less than $720 per annum, 25.6 per cent; $720 but less than $840, 8.8 per cent; $840 but less than $900, 2.4 per cent; $900 but less than $1,000, 6 per cent.

Elsewhere: Less than $720 per annum, 18 per cent; $720 but less than $840, 12.2 per cent; $840 but less than $900, 6.2 per cent; $900 but less than $1,000, 26.3 per cent.

As these percentages do cover nearly 200,000 of the employees of the United States in the executive civil service on July 1, 1907, they may be taken as

fairly representative of the percentages of the salaries paid at the present time, and may be applied with reasonable accuracy to the whole Government executive civil service. The percentage of employees receiving the lower salaries would be much less in the legislative and judicial branches of the Government than in the executive branch, as the salaries in the legislative and judicial branches are much higher in those cases where the employees' whole time is devoted to the Government work.

It is worthy of note that the percentage of employees receiving less than $720 per annum of the District of Columbia is 25.6 per cent, as compared with 18 per cent of the employees working elsewhere who receive less than $720 per annum. As a rule the employees in the District of Columbia devote their whole working day throughout the year to the Government service, as is not the case in a great many of the positions outside of Washington.

According to these percentages the increases in pay under the first section of this bill would affect 60 per cent of the employees of the United States in the executive civil service; 62.7 per cent of the employees outside of the District of Columbia would receive increases, and the pay of but 42.8 per cent of the employees in the District would be increased.

The cost to the United States involved in the first section of this bill is estimated as follows:

Employees now receiving less than $720 per annum would receive an increase of not less than $360.

Employees now receiving less than $840 per annum would receive an increase of not less than $240.

Employees now receiving less than $900 per annum would receive an increase of not less than $180.

Employees now receiving less than $1,000 per annum would receive an increase of not less than $80.

The total numbers and amounts of the increases would be:

AGGREGATE.

[200,000 employees.]

Per cent.	Employees, number affected.	Rates now paid.	Amounts of increases not less than—	Totals.
19.0	38,000	Less than $720....	$360	$13,080,000
11.7	23,400	$720–$840.....	240	5,616,000
5.7	11,400	$840–$900.....	180	2,052,000
23.6	47,200	$900–$1,000.....	80	3,776,000
60.0	120,000		[1] 204	24,524,000

IN DISTRICT OF COLUMBIA.

[30,000 employees.]

25.6	7,680	Less than $720....	$360	$2,904,800
8.8	2,640	$720–$840.....	240	633,600
2.4	720	$840–$900.....	180	129,600
6.0	1,800	$900–$1,000.....	80	144,000
42.8	12,840		[1] 297	3,812,000

ELSEWHERE.

[170,000 employees.]

18.0	30,600	Less than $720....	$360	$11,016,000
12.2	20,740	$720–$840.....	240	4,977,600
6.2	10,540	$840–$900.....	180	1,897,200
26.3	44,710	$900–$1,000.....	80	3,576,800
62.7	106,590		[1] 201	21,467,600

[1] Average increase.

It is to be noted that these figures do not include employees of the legislative and judicial branches of the service, nor postmasters, mechanics, and laborers at navy yards and stations, and certain other special or technical employees. As a rule the employees excepted from this estimate will be found to receive considerably more than $1,080 per annum, and many are not wholly occupied in the Government service. The reason for this has been stated to be that they are much more prominent politically than the employees in the executive branch of the service.

Especial attention is invited to the fact that an extremely large proportion of the employees receiving less than even $720 per annum are of the District of Columbia, a place in which the cost of living is notoriously high.

The benefits of the increases provided in this bill, however, apply to only about 12,000, or nearly one-half of the employees of the United States in the District of Columbia, while 106,590 of the employees outside of the District of Columbia will be the recipients of increased pay under the first section of this bill. Those in the District of Columbia will get $3,812,000 more pay per annum than at present, while those outside of the District of Columbia will get $21,467,600 more pay per annum than at present.

So, gentlemen, you see that we are pleading not only for ourselves but for more than a hundred thousand of your constituents.

As to section 2 of the Nolan bill, the same figures may be used to estimate the cost involved. An even greater degree of accuracy may be attained by having this section apply only to employees working a full day of not less than seven hours throughout the year, except during periods of annual or sick leave, the increases in both sections to be granted in the same ratio proportionate to the number of hours employed to all employees receiving less than $1,080 per annum. For the purpose of this estimate $2,500 has been used as the highest salary which will be increased under the bill.

The estimated costs involved in the second section of the bill are as follows:

Aggregate.

[200,000 employees.]

Number.	Rate.	Per cent.	5 per cent increase first year.	Straight increase first year.	5 per cent increases second, third, and fourth years.	Total increase at end of 4 years.
38,000	Less than $720 [1]	19.0		$13,060,000		$13,060,000
23,400 [1]	$720–840 [1]	11.7		5,616,000		5,616,000
11,400 [1]	$840–$960 [1]	5.7		2,052,000		2,052,000
47,200 [1]	$960–$1,000 [1]	23.6		3,776,000		3,776,000
120,000	$1,080	60.0	$6,480,000		$19,440,000	25,920,000
36,800	$1,000–$1,200	18.4	2,208,000		6,624,000	8,832,000
19,600	$1,200–$1,400	9.8	1,372,000		4,116,000	5,488,000
10,000	$1,400–$1,600	5.0	800,000		2,400,000	3,200,000
3,600	$1,600–$1,800	1.8	324,000		972,000	1,296,000
3,200	$1,800–$2,000	1.6	320,000		960,000	1,280,000
2,400	$2,000–$2,500	1.2	300,000		900,000	1,200,000
4,400	Miscellaneous	2.2				

[1] Increased to $1,080 per annum first year, on which 5 per cent increase applies.

Totals to which increases apply.

	Number.	Per cent.	Increase first year.	Straight increase first year.	5 per cent increases second, third, and fourth years.	Total increase at end of 4 years.
Aggregate	195,600	97.8	$11,804,000	$24,524,000	$35,412,000	$71,740,000
District of Columbia only	30,000	15.0	1,770,600	3,678,600	5,311,800	10,761,000
Elsewhere	170,000	85.0	10,033,400	20,845,400	30,100,200	60,979,000

Here, again, you see that about 85 per cent of the increase falls outside of Washington—$60,979,000 spread over the next four years among 100,000 people outside of the District of Columbia, while only about 15 per cent of the increase, $10,761,000 applies to the employees in the District of Columbia during the next four years.

Congress has increased the pay of practically all of its branches except the executive civil service during the last 10 years, and for several branches of the service it has provided retirement or pension funds for incapacitated employees. These increases have in the main applied to persons who were not restricted in the exercise of their political privileges.

But the great working branch of the service, you might say the business end of the Government, the one that put your laws into effect and forms the connecting link between the Government and the people has been neglected. There is a strange coincidence between this fact and the restrictions placed by civil-service laws and regulations upon the exercise of the political privileges of the employees of the executive branch of the Government. These laws and rules, most excellent in principle, but in this particular due to the peculiar workings of our political system, have been very detrimental, apparently, to the very employees whose interests they were designed to protect.

Before I close allow me to meet an argument so often made when Government employees try to improve their conditions and find fault with existing methods and practices. We are told that we may get out if we don't like our jobs, that there are plenty of people who will be glad to get them. True, we may get out, and many of us would if we could. The old song applies to many, they would if they could, but they can't. Why, because they are married now. But if all the dissatisfied ones did leave the service, the effect would be disastrous to the Government. It requires trained employees to do its work and time is required in which to train them. The salaries which are paid are so inadequate that many of the employees find it impossible to live on them, and are compelled to do night work in order to make both ends meet. As an example of this practice, when you gentlemen or anyone else attend a large function, banquet, dance, dinner, or other public gathering, the waiters are in a very large proportion the messengers and laborers who have worked all day for the Government, and are working as much as possible at night for a little extra pay. The following letter has just been received, giving personal evidence of such practice:

WASHINGTON, D. C., *March 24, 1916.*

Miss F. ETHELRIDGE,
221 A Street Southeast, City.

MISS: I am writing you to give you a few facts existing in several branches of the Government service with which I am familiar. I have been reading the various statements and letters of employees in relation to the inadequate compensation of the United States Government service.

The individuals investigating this hearing are not, I am sure, acquainted with conditions in the service.

I have been in two departments of the service since 1911—as messenger boy until 1914, when I was promoted to skilled laborer, but no increase in salary, my salary only being $2 per diem. I am single, but my mother depends wholly upon my salary for support, with three small brothers. Ever since I started to work in the Government service I have been compelled to seek other extra employment at night. For eleven months I worked as chauffeur from 7 p. m. till 1 and 2 a. m. and going to work in the morning at 8 a. m. again. I was employed recently as moving-picture operator, working from 6 p. m. until 11 p. m., until I found I could not possibly stand the strain.

A young fellow employee with whom I work in the department works from 8 a. m. to 4.30 p. m. at $2 per day and at night runs an elevator from 7 p. m. to 7 a. m., 12 hours. This may sound ridiculous, but such is the case. He only gets sleep at infrequent intervals.

Prior to 1914 I was in another branch of the service, working from 9 a. m. to 4.30 p. m. There I worked as messenger, file clerk, searcher, and typist at a salary of $50 per month, with no possible chance for a promotion unless by competitive examination under clerk. The commissioner tried on numerous occasions to have an act waived for several of the messenger boys, but of no avail.

There were several instances where husband and wife were in the service, both receiving large salaries. Another case where father and two sons were in the service, but different branches, each not receiving less than $1,200 per annum and more than $2,000. Others are too old to fill the capacity to which

they are assigned, but it is filled by some young person whose salary is 50 per cent less.

Many nights when I was not employed I returned to the office and did extra work, with no redress whatsoever, in hope of receiving a promotion.

If this Nolan bill passes, I am sure your services and also the others involved will be more than appreciated.

It seems as though the only persons who receive promotions are the ones who are able to live, not exist, and put money in bank.

Merely to give the public and the subcommittee an insight into these conditions, with which I know they are not familiar, I would like you to read this to them.

Should anyone deem it necessary for me to divulge my name I will gladly do so upon request through the newspaper, the Washington Herald, from which I read this hearing daily, providing it does not gain publicity.

Hoping you will give this letter your most undivided attention and consideration, I am,

A GOVERNMENT EMPLOYEE.

The training of Government employees is such as to make them valuable only to the Government in the particular line of work on which they are engaged. The methods and practices in the offices of the Government are so entirely different from those in commercial houses that the employees accustomed to the Government work would have difficulty in securing or holding positions of any kind in commercial concerns. They would have to start in right at the bottom of the ladder despite several years experience in the Government and not only learn new methods, but unlearn the old ones, the latter a much more difficult proposition.

A great many young men and women come here to the Government service because of the illusive circulars issued by the Civil Service Commission describing the short hours, the liberal pay to start with, the privileges of leave, both sick and annual, and most of the people outside of Washington are cognizant of the great educational advantages of this city and have very splendid ideas of the Capital City of the United States. When a youngster accepts a position here he feels like he is on his way to certain glory. This feeling lasts until he is received by the chief clerk of some office, put into the hands of a messenger or other clerk, and delivered to his desk. He is given his desk and plenty of work to do and then forgotten by the United States and all its officials, save on each pay day. All incentive to improve his position is ground out by the constant stream of routine work which goes through his hands. Unless he is unusually fortunate and exceptionally bright, smart, and full of nerve he is likely to remain at the desk to which he is first assigned for the remainder of his life. When he tires of the routine he resolves to go to some of the night schools. He does, and gets his head crammed full of valuable knowledge by hard night work. But this knowledge is all theoretical and he gets no experience to fit him for the application of his learning. His salary is too small to allow him to put aside any of it as capital. He meets some girl and with the usual youthful disregard of the future and its possibilities and impossibilities they embark on the sea of matrimony. The salary will not allow them to live and enjoy life as they did before the wedding, when the girl's folks were paying for her clothing and food. So they sit around home and go to the movies occasionally. If really strong-minded people and of great patience and fortitude, they stick together to work out their lives as best they can, hoping eternally that there will be a raise in salaries or that some stroke of luck will put them in the way of improving things. Children come and add additional expenses of all sorts. They have to get along best, so the denial of the parents becomes even harder and they come to regard themselves as of no further use in the world save to bring up their children as best they can. Progress and improvement of the parents if foregone and forgotten. Of course there are exceptions to this rule, but it is a mighty common thing. If the young married couple are not very brave they soon drift apart. One leaves the other and they start on the downward grade. Many of the disappointed clerks and employees try to drown their disappointment in the flowing bowl and thus complete the wreck.

This sounds very much like an exaggeration, but, gentlemen, I know hundreds of employees right here in the departments who have gone through these experiences. They are all hoping and praying that something will be done to better their condition. Many of them do not dare to join our union or to try to help themselves in any way whatsoever for fear of their superior officers,

who, they think, regard all such efforts with great disfavor, and believe that if they were to seek to better themselves other than through the direct intervention of these very superiors their positions would be forfeited and they would be cast out to look for another job as best they could. The Government holds them as long as they can do its work, and in most of the departments I am glad to say they are kept on much longer than they are able to do any work, but in some departments as they get old they become more and more scared of discharge, and finally it comes. They live afterwards, some of them. Many of them die of disappointment and lack of nourishment after such discharges, but some of them are brave enough, if it may be called brave, to end the matter themselves as did one old man on a night last week by self-administered gas, pistol shot, or other convenient way.

In order that there may be in these hearings some reliable data as to the increased cost of living, especially in the District of Columbia, I will ask permission to submit later (in a day or so) the prices of commodities of several staple varieties in several cities during the last few years as compiled by the Department of Labor. This is the only reliable data on this subject which I have been able to procure. These prices will show the increases during the last few years in such prices and how the prices of such commodities compare in the District of Columbia and in other cities.

AFTER RECESS.

The committee reassembled at 2 o'clock p. m., at the expiration of the recess.

STATEMENT OF MR. H. M. McLARIN—Resumed.

Mr. McLARIN. Mr. Stewart, chief statistician of the Department of Labor, has agreed to furnish me with some statistics regarding the prices of commodities.

Mr. NOLAN. We will be glad to have them, Mr. McLarin, to be incorporated in the record of these proceedings. Now, you gave some figures there regarding the approximated increase to the Government of the United States on the adoption of this bill. Those figures were gathered from Government publications?

Mr. McLARIN. Yes, sir; the bulletin of 1894 is one, and in 1907.

Mr. NOLAN. And were about as complete, probably, as you can get out of those publications?

Mr. McLARIN. I think so.

Mr. NOLAN. It is possible that this committee might be able to get from each one of the executive departments, when they decide as to what they will do on this bill, providing they agree to report the measure in some form, probably a clear, concise statement from each one of the departments as to the cost. I have a good deal of information, gathered at considerable trouble, a year or two old, from the different departments, and I think this committee will be able to get from the departments pretty nearly the right figure as to the cost to the Government of the United States of any increase that might be proposed to Congress in this measure.

Mr. McLARIN. Yes, sir.

Mr. NOLAN. I think we would be able to show to the House almost what it would cost to put any measure into effect. I am glad that we have had this opportunity of getting those figures from you.

Mr. McLARIN. I just got those, as merely the best approximation I could arrive at.

Mr. NOLAN. Mr. McLarin, have you ever given any consideration to the question of civil-service retirement?

Mr. McLARIN. I have, but I have not had an opportunity to go into it as thoroughly as I would like.

Mr. NOLAN. Well, if a bill was passed for a minimum wage, with a proposal to increase wages, as provided for in section 2 of this bill, and put into effect, do you think that the logical plan for the Government to pursue then would be to put through a retirement measure, which might give an opportunity to thousands of superannuated employees to retire, and in the event of their retirement, to sort of reclassify, and probably then, wherever they found that there was not any necessity to make appointments on retirement, to save a considerable amount of money that way?

Mr. McLARIN. I am quite sure, from my knowledge of the departments, that the Government can retire those employees who ought to be retired, and get their work done, and save money.

Mr. NOLAN. And a great many men that might be benefited by the provisions of this bill are now at that age where they would be superannuated?

Mr. McLARIN. Yes, sir.

Mr. NOLAN. And probably would be better off retired, at a fair minimum rate, and probably could do a little bit on the outside, without any restrictions on them, and take care of themselves for the rest of their days?

Mr. McLARIN. I think so. I have talked to a good many, particularly the older men and women, and each and every one of them is in favor of some kind of retirement. There are people that ought to be out of office now that are merely filling up the offices. Nearly all that I have spoken to are in favor of some such plan.

Mr. NOLAN. You speak here of the civil-service law, as applying to Government employees, and restricting any political activity?

Mr. McLARIN. Yes, sir.

Mr. NOLAN. You do not ask that they be given the ordinary liberty that is enjoyed by every other citizen of the United States?

Mr. McLARIN. No, sir.

Mr. NOLAN. That is, in the matter of partisan politics?

Mr. McLARIN. No, sir.

Mr. NOLAN. Becoming active in partisan politics?

Mr. McLARIN. No, sir.

Mr. NOLAN. But you think that the law is carried out in such a way that it restricts to a greater degree than was ever intended by Congress when they put those restrictions upon civil-service employees?

Mr. McLARIN. I do not think it is so much the operation of the law, as it is the roundabout way the system works. The people on the outside of the District of Columbia, and outside of the Government civil service, are in a position to call on their own Congressmen and ask their help for increases of pay, and so naturally get more attention from Congress than the people who are not in such positions. I just call attention to that result.

Mr. NOLAN. You mean employees in the District of Columbia?

Mr. McLARIN. And outside of the District of Columbia, too, in the executive civil service. They are not supposed to be active, while in the judicial and legislative branches you know they are very active.

Mr. NOLAN. Is that due to the fact that a great many of them are not clear as to what the Lloyd-La Follette bill intended, to give them

an opportunity to appeal to Congress, through their representatives in Congress, to remedy the evils, as far as the conditions that they are working under is concerned?

Mr. McLARIN. Well, for my part, I did not know that there was such a law until I started in this movement. I do not believe there is 10 per cent of them that knew there was such a law.

Mr. NOLAN. Well, is it a fact that a great many of the heads of the departments and chiefs of departments are practically restricting the civil-service employees just as they were before this law went into effect?

Mr. McLARIN. I find in some of the regulations of the different divisions, current numbers of executive orders establishing the gag rule in 1907.

Mr. NOLAN. In other words, irrespective of the legislation passed by Congress, the old gag law is virtually in effect in a great many instances?

Mr. McLARIN. In the current civil-service rules and regulations there is a provision that no employee can seek any promotion other than through his immediate superior, and if he does, it is sufficient cause to warrant the denial of the promotion.

Mr. NOLAN. Well, does it restrict them in this regard, where he finds that somebody is receiving a promotion that he considers that particular individual might not be entitled to, or does it restrict his activity in calling the attention of the department and the Civil Service Commission to such favoritism? Does it act that way?

Mr. McLARIN. I can not state positively, but the spirit of it would seem to prevent any action on his part in appealing to Congress, or his Congressman, in that respect, because they could very readily hold that he was seeking his own promotion through outside influence, if he were to take such steps.

Mr. NOLAN. What particular branches of the service that you speak of here, have received advances in salaries that have been denied to the civil-service employees generally?

Mr. McLARIN. Well, the salaries of all judges, all Federal judges have been lately increased, and although I am not in a position to go into the details of each increase in each class, it is a matter of common knowledge, I think, that all of the employees of Congress and the Capitol have received substantial increases in the last 10 years.

Mr. NOLAN. And Congress itself?

Mr. McLARIN. And Congress itself, all members of the Cabinet, and all higher officials.

Mr. NOLAN. In other words, whatever advances have been made have been made to those receiving the higher salaries, the lower paid and average employees have been absolutely neglected?

Mr. McLARIN. Yes, sir.

Mr. NOLAN. Is there anything else you wish to say at this time?

Mr. McLARIN. There was just one point I wanted to cover. There was a Mr. Clark in here before noon stating his case, where so many of the clerks would get in a certain grade in a big office and remain there for years and years with absolutely no chance of promotion, work however hard they may. There are hundreds of people ahead of them on the list, so they naturally absolutely lose all hope. If a

man stays 10 years in one grade and sees people jumping over his head all the time, he is not going to render good service. If we could get a system of promotions whereby there would be a promotion occasionally, even though it were a little promotion, you would keep the men encouraged, and keep some life in them. If a man works 10 years for one salary, with no chance of going up in that time, he gets old; and if some young, bright fellow comes in, he is going to jump over his head nine times out of ten; but if we had a system of promotion whereby the employees doing the routine clerical work would be promoted, say, $10 or $40 every year, or every two years, or any way in which they could get some regular schedule of promotion without working along in the same rut on the same pay with no hope of increase, it would wonderfully improve the work which we get out of the employees. In some of the newer departments I happen to know that they do have that system. In the Interstate Commerce Commission they have small promotions, and they come often, and in various other departments—I do not know just which ones—but in the newer departments you will find that the condition in regard to such big classes of employees all receiving the same salary does not exist, as it does in the old departments. In the newer departments the clerks are given an opportunity, but in the old departments, where they work under red tape, a great mass of matter has piled up until it requires a large number of clerks to perform the routine duties. They have gotten into first, second, third, and fourth classes of employees. It takes years and years and years to get out of it. If he does anything which may be of special importance, or shows special ability in anything, he stands about one chance in ten of getting recognized, because he can not bring it to the attention of anybody who is in position to improve his salary. The chiefs are not at any fault in that respect, because they have not the facilities, or rather, they are limited in the salaries that they can pay and are not so arranged that they can recognize any special efficiency or reward any employee for any particularly good work that he may do. When the men come in, and they are of course, as you know, youngsters when they come in, and they are bright, full of life, and they want to go ahead and push things along, they will work night and day in order to turn out some particularly good job for the department, but they only do it once or twice because they get nothing out of it, nobody even recognizes it, there is nobody sufficiently interested in the thing to give them any credit for it. In many cases, even in their own departments, they do not even get the credit for the authorship of such a thing. It goes out under the name of the chief of the bureau. Nobody knows who did it. The bureau did it. Other than that, nobody knows where it came from, so in that way that initiative is soon sapped, and after they have done that several times you do not find that these bright youngsters that way are very anxious and willing to try it again, because they see they are devoting their nights to hard work, and brain energy, to give it to the Government, and they get absolutely no credit for it, and in that way they lose all courage, and if a man loses his ambition and his incentive to go ahead and try to improve himself, he is not very valuable.

And in the same way you will find thousands of them have gone to the night schools, have equipped themselves, either in medicine

or in law, or some of the other professions, accountancy, and so on, but they get no credit for that additional knowledge. They go and act as law clerks, medical clerks in the medical departments in the Army, in the Pension Office, and so on, but they are carried merely as clerks; that is all they get. The increased efficiency brings them nothing, simply because the law limits their promotions by classes, and the appropriation bill each year provides for just that number and no more. I believe that is all.

Mr. NOLAN. If you have anything additional from now until the time that the committee concludes its hearings, we will be glad to hear from you again, Mr. McLarin.

Mr. MCLARIN. I will get that data from Mr. Stewart, of the Department of Labor.

STATEMENT OF MR. JOHN M. MOHL, 1025 TWENTIETH STREET NW., WASHINGTON, D. C.

Mr. NOLAN. Just give your name and whom you are representing?

Mr. MOHL. John M. Mohl.

Mr. NOLAN. What department are you representing?

Mr. MOHL. I am down in the National Museum.

Mr. NOLAN. What is your position in the National Museum?

Mr. MOHL. I am down there carried as a laborer, but I am doing mechanical work in the electrical division.

Mr. NOLAN. All right, Mr. Mohl, you just make your statement.

Mr. MOHL. Here is an article I had published some time ago.

Mr. NOLAN. Do you want that incorporated in the hearings as your statement?

Mr. MOHL. Yes, sir.

(The article referred to is as follows:)

A WORKINGMAN'S VIEWS.

To the Editor of The Times:

If Secretary of State W. J. Bryan can not live on $12,000 salary how can it be expected of a Government employee to live with a family on less than $75 per month at the present rate of prices for the necessaries of life?

Outside employees of corporations, etc., can force their wages up by strikes, but the poor Government employee is simply thrown down to unjust mercy of Congress for any pecuniary consideration. At good many instances this unjust tardiness of Congress for proper consideration of this question has driven a good many honest, faithful employees out of the United States civil service, and others experience a serious relax of ambition. The following is a working man's life in the United States' service under present conditions:

It represents a life of a pauper at the very gate to the poorhouse, because, on a salary of less than $75 per month (in Washington, D. C.,) he is not able to save a cent for a rainy day.

It costs not less than $20 to $25 per month for quarters; or, by living in the suburbs, where rent is somewhat cheaper, he has to make up the difference in paying for carfare. Next, he can positively not set the table for a family for less than $1 per day or about $30 to $35 per month.

Questions of clothing, doctor bills, medicine, life insurance, and a number of other expected items are to be defrayed out of about $10, as the balance of the month's salary. I personally know a number of United States employees who wear second-hand clothing.

Pleasure can positively receive no consideration after the day's work is concluded; he can only sit down at home like a prisoner in jail behind the bars and spend a few lonesome hours in reading a penny paper. It will be remembered that a number of outside people working under similar wages are frequently applicants for help from the associated charities.

A UNITED STATES WORKINGMAN.

Mr. NOLAN. Is there anything else you want to add to that?

Mr. MOHL. Well, probably a few remarks. Probably some of the members of the committee would like to ask me special questions.

Mr. NOLAN. Now, if you will just make your statement, probably I will be in a position to ask you questions. Go right ahead and make your statement in your own way.

Mr. MOHL. It is discouraging to some of the employees of the lower grades that they are considerably handicapped in regard to financial affairs in not being able to maintain a livelihood on the small salary that they are receiving at the present time and have been for a number of years in the respective Government positions. I am one of them, and I have been employed in the National Museum now nearly 18 years, with different promises at different times as to prospective increases and advances; but it has been a total failure. Every time myself and different employees in that class have even sent petitions to the executive officers in reference to it, on each and every occasion they have said: "If the salary does not suit you, it is up to you to resign." Congress has limited those salaries, as I think, in 1912, especially in those independent institutions which receive a salary in a lump sum. I have illustrated in different publications the impossibility of the lower grades of such employees making a living in a fair way, maintaining a family on such small wages; but it has not been recognized and not appreciated by our executive officers.

Only recently, to show that some of those divisions appear to work to a certain extent in collusion with the civil service in holding those people down, instead of encouraging the men, I can show here different letters in my possession, directed to me personally, where on one side the civil service refused to give me the proper promotion after passing a suitable examination for a certain position, refused to certify me for promotion, on a request from the executive officers in the Government institution in which I am at present employed, while within a couple of weeks afterwards the civil service certified me twice in short succession for a similar position in a Government department, virtually contradicting their own action.

Mr. NOLAN. Do I understand you to mean by that that they refused to certify you for a higher position in your own department?

Mr. MOHL. Yes.

Mr. NOLAN. And did that every time?

Mr. MOHL. Those people tried to promote me at that time. That was since the last new year. They made a request—as I was one of the highest on the register for such a position, they requested the civil service to have me certified for that institution where I have been employed for nearly 18 years, instead of me leaving there, and they refused to do it; while within a couple of weeks afterwards they go to work and certify me twice within less than two months to the Agricultural Department.

Mr. NOLAN. What was your salary when you first went into the service of the Government in the National Museum?

Mr. MOHL. My salary was—well, I was working at that time, working for about $40 a month.

Mr. NOLAN. What is your salary at the present time?

Mr. MOHL. At the present time it is $55 a month, but I am doing entirely different work.

Mr. NOLAN. You are listed as a laborer?

Mr. MOHL. I am listed yet as a laborer.

Mr. NOLAN. That is what I mean, you are listed as a laborer at the present time, and they assign you to do mechanical work?

Mr. MOHL. I am doing classified work, and I am paid as a laborer.

Mr. NOLAN. When you say classified work, you mean you are doing the work——

Mr. MOHL. Which is ordinarily done by classified people.

Mr. NOLAN. You are doing the work that ought to be done by a man receiving a great deal higher rate of wages?

Mr. MOHL. Yes, sir.

Mr. NOLAN. A mechanic?

Mr. MOHL. Yes, sir.

Mr. NOLAN. You are assigned to do mechanical work, but still you are not receiving any additional compensation for it?

Mr. MOHL. That is right.

Mr. NOLAN. How many laborers have they employed in the National Museum, Mr. Mohl?

Mr. MOHL. I guess about thirty odd men. Of course, I come in contact very little with the ordinary laborers. They are principally colored men.

Mr. NOLAN. All paid the same rate of wages?

Mr. MOHL. No. Those colored laborers are getting $50 a month.

Mr. NOLAN. Is that the lowest wage paid there?

Mr. MOHL. There are a few carried on as cleaners; wiping, for instance, the exhibition cases with a cheesecloth, and like work; they are getting $45.

Mr. NOLAN. Are they on the civil service list as laborers?

Mr. MOHL. They are carried as laborers.

Mr. NOLAN. On the civil service?

Mr. MOHL. Yes.

Mr. NOLAN. Are you in a position to give this committee any information regarding the hardships of men working at such low wages, how it affects them and their families?

Mr. MOHL. The hardships; I can tell you right here now some of my own experiences. I found out that I am not able to support my family on the wages I am getting, and secondly, my wife and myself went to work with the assistance of some friend and we borrowed some money, and went in a rooming-house business for about 17 years, had a large house, and I and my wife were virtually servants for the people in the house, running a rooming house in order to lower our own expenses to some extent.

Mr. NOLAN. In other words, it would be——

Mr. MOHL. About two years ago my wife got sickly, and she could not keep up the work any more, and we had to quit that kind of business, this rooming house business, and we are living now at my address given, 1025 Twentieth Street NW., in a small six-room house.

Mr. NOLAN. Have you any children?

Mr. MOHL. Yes, sir.

Mr. NOLAN. How many?

Mr. MOHL. I have three. One of them is sickly, a daughter. She is practically under the doctor's care continually. Another daughter now works up in the Palais Royal Department Store, getting $10 a

week. Of course, they are with me and they are helping me the best they can, but it is very depressing to a man, a stout, able-bodied man as I am, if he is willing to work, if he is simply forced down by all hazards.

On a different occasion, one of the officials, the superintendent—I might as well come plain out—he passed the remark that as long as they keep Mohl there, they can not keep him down, and as long as he stays there, he will stand a show for promotion. They blockaded a poor faithful servant from transferring and improving his condition, and absolutely refused to give him any increase in wages, and, as a matter of fact, I observed that several employees who were used to some extent, more or less, as domestic servants, for private work in some of the residences of the officials, have received promotions, but those who are doing directly public and Government work, as I was assigned to and as I was employed on, they have to take a back seat.

Mr. NOLAN. You say that people in the Government employ who have performed services for the higher Government officials in their own residences have received advancement in the public service?

Mr. MOHL. Yes, sir; the Government has paid virtually for private work, domestic work, executed by the lower class of employees in the respective jurisdictions.

Mr. NOLAN. Do you know whether they have been compensated by the officials for the work performed at their homes?

Mr. MOHL. I know of several of them. I can call their names, if necessary. They have entered special bills for this extra service for private work, etc., and they were threatened with dismissal.

Mr. NOLAN. Was that service performed in their own time or on the Government's time?

Mr. MOHL. That was on Government time.

Mr. NOLAN. You have got proof of that, have you?

Mr. MOHL. Yes, sir.

Mr. NOLAN. Is there anything else you wish to say, Mr. Mohl?

Mr. MOHL. Different questions would probably lead to different answers.

Mr. NOLAN. What is the sentiment of the men similarly situated to you down there? Are they generally satisfied with the wages they receive?

Mr. MOHL. There is a great dissatisfaction, in general, with the exception of a very few.

Mr. NOLAN. Were you authorized to represent any of the others, or are you here presenting your own case?

Mr. MOHL. I am here simply to seek equity and justice.

Mr. NOLAN. What I wanted to know is whether you had any talk with your fellow employees down there and a commission to represent them.

Mr. MOHL. No, sir; I came up here solely on my own accord.

Mr. NOLAN. You know that this dissatisfaction that you speak of regarding wage conditions and other conditions applies generally to those men who are in similar employment?

Mr. MOHL. Yes, sir.

Mr. NOLAN. Do you know anything about the home conditions of other men in the service down there that are receiving the small wages that you are?

Mr. MOHL. Yes, sir. For instance, a number of watchmen I personally know—they have some of them come from West Virginia, some from Kentucky and Tennessee, and a number of other States and have brought small families with small children on here shortly after they received their appointments. It is a matter of a couple of months after they arrive here when they find out that they can not maintain their families here on the wages they are getting, and they had to send them home to their own home folks to be supported there. The watchmen have entered a petition in that respect to the Appropriation Committee, as far as I remember, very recently.

Mr. NOLAN. Well, I think that the great trouble in getting any action through your department—that is, through the heads of your department or even through the Appropriation Committee without legislation—is due to the fact of this legislative rider which you speak of, which restricts lump sum appropriations.

Mr. MOHL. Yes.

Mr. NOLAN. It absolutely prohibits any head of a department from raising the wages of any of the employees that come under the provisions of the lump-sum appropriation, and the only way in which you can get redress is through a measure of this kind or through similar legislation, so that your petitions to the head of your department or to the Appropriations Committee, unless they could put a legislative rider on the bill, would be futile. There is no redress for you, unless we can get some legislative action of this kind.

Mr. MOHL. The only thing is to hope, and we have confidence in the success of this. The general conditions of this class of people are so pressing that it is impossible to express it now. The burden of those people is increasing every day.

Mr. NOLAN. In what frame of mind does that leave you and other men in a similar situation toward your employer, the Government of the United States, when you can not get any redress?

Mr. MOHL. Exceedingly depressing. A man loses his ambition.

Mr. NOLAN. And your only redress is to do what they tell you down there sometimes to do—if you don't like it, quit?

Mr. MOHL. Yes.

Mr. NOLAN. And you do not think that is a proper attitude on the part of your superior officials after putting in 18 years of service, do you?

Mr. MOHL. Well, I do not think it is quite justified to give a man that is recognized as a faithful worker—to give him such an answer. A business man would not do it, I am quite positive.

Mr. NOLAN. Is there anything else you have got to say, Mr. Mohl?

Mr. MOHL. I want the committee to know that one of the executive officers down there has passed a remark very plain that a dollar a day was enough for a workingman.

Mr. NOLAN. What salary does he get?

Mr. MOHL. He is getting $3,500 a year. He is carried virtually as chief clerk. I think if he were employed by some corporation and passed the same remark to his subordinates, they would probably mob him; he could expect nothing else under present conditions in life.

Mr. NOLAN. Well, if you have nothing else, Mr. Mohl, we will excuse you at this time. We are glad to have had you testify.

STATEMENT OF MR. ALFRED H. RODRICK, PRESIDENT NATIONAL ASSOCIATION OF THE UNITED STATES CIVIL SERVICE EMPLOYEES AT NAVY YARDS AND STATIONS, WASHINGTON, D. C.

Mr. RODRICK. Mr. Chairman, I represent the classified civil service employes of the clerical, drafting, inspection, chemical, messenger, and watch forces at navy yards and naval stations. Now, by way of introduction, these employes are members of the same classified civil service as employes of the various legislative, executive and judicial departments of the Government. They are required to take the same entrance examination, are subject to the same rules and regulations, and are required to attain the same passing mark. In every respect they have exactly the same status as other members of the classified civil service, and yet I think I speak authoritatively when I say they receive less for their services than any other branch of the Federal civil service. The work performed by these employes is of a skilfull character, and in many cases requiring the highest technical ability, because of the peculiar nomenclature. A vast number of them are married, supporting and rearing families, as near as their salaries will permit, in a manner befitting American citizens and fathers. Now, in many instances both married and single employes are attending night institutions of learning. Now, from the sacrifices these employes make, the Government reaps the benefit. All members of the mechanical force at the various navy yards were given a general increase in their salaries, due largely to the increased cost of living. That increased cost of living analogously applies to the employees that I represent. I do not think it necessary at this time to go into the question of the increased cost of living, as I am sure the committee will take judicial notice of that. Congress each year authorizes the construction of new ships, and the great amount of labor already performed by the employes in question is increased daily, as you can readily see, but no recognition is given them for their increased efficiency in handling the increased work.

Too much stress can not be laid on the importance of the trained civilian employee at navy yards and stations. In the event this country should be at war with a foreign power, every naval officer worthy of the name would seek sea duty, and it is obvious that this would incur a greater responsibility on the civilian personnel. From January 1, 1909, to June 30, 1915, there were 547 voluntary vacancies among the clerical, drafting, instruction, chemical, messenger, and watch forces at seven navy yards and stations, occurring as follows: Charleston, 123; Boston, 101; Philadelphia, 101; Pearl Harbor, 74; Washington, 67; Portsmouth, 62, and Newport, 19, due to the inadequate salaries, and better advantages offered on the outside. It is not known how many have occurred in the other navy yards and stations through the country. When we note such a large number of separations from so few yards, it seems a situation well worthy of consideration. When trained, experienced men sever their relations with their employer, no matter who he may be, it becomes a serious problem, and it is obvious that the interests of the employer suffer. The excellent clerks resign, the mediocre remain, the standard being accordingly lowered. It therefore behooves him to make an equitable read-

justment, or be content with having his establishment become a training school, which it is bound to become through the appointment of inexperienced men, as a replacement for the experienced. In this connection I have an exhibit which is a table showing the per annum and equivalent per diem pay of chief clerks and clerks at the Philadelphia, Norfolk, and Washington yards, which are the three larger yards, and the pay for the same positions outside of the navy yards in the same place. A copy of it I have mailed to Congressman Nolan, and if the committee wishes me, I would be very glad to send another copy for publication in this report.

Mr. NOLAN. You have brought that, ready for the record, have you?

Mr. RODRICK. No, sir; I have not, but I can send you one. You mean the table?

Mr. NOLAN. Well, everything. I intend to put in your letter to me, and whatever statements you have made, if you want them included in your statement, so that it will run jointly with it; you might send that to the committee.

Mr. RODRICK. Yes, I will do that. I think I can about cover in this statement just what I covered to you in the letter, and probably save time.

Now, the classified civil service employees at navy yards and stations are not appropriated for in the legislative, executive and judicial act, but are provided for in the naval appropriation acts, Congress setting aside in each act a lump appropriation for classified hire. While the employees are a part of the same classified civil service as employees of the other various departments, their pay is decidedly lower, and those on the per diem roll are not afforded the same privilege of annual leave. The per diem employees are allowed only 15 days annual leave, while other classified civil service employees, and all per annum employees at navy yards and stations, receive 30 days. For instance, if a per diem employee is detailed to the navy yard, he receives 15 days' annual leave of absence, whereas if you detail the same employee to the Navy Department he receives 30 days' leave of absence.

In the absence of restrictive legislation, those few per annum employees at navy yards and stations who are so fortunate as to have been placed on the per annum roll also receive, without word or question, 30 days' annual leave, but the great mass who are so unfortunate as to be on the per diem roll receive only 15 days' annual leave, the expression "per diem" being simply a measure of pay and not of employment. The employees in question are also compelled to go into the various shops, aboard ships, and in other departments, in the performance of their daily duties, where they must assume the same hazardous risks as members of the mechanical force, and yet they are denied the benefits of the disability compensation act. In general, while these employees are members of the same Federal civil service as other employees of the Government, and while their work is of a higher technical character, and while they are not granted the same amount of annual leave, still the salaries paid them are not only incommensurate with the work performed and the risks assumed, but are considerably lower than those paid employees in the other departments of the Government. At the navy

yards and stations we have boys who are rated as messenger boys, who receive $1.04 and $2 per diem, but perform clerical and typewriting duties, in some cases stenographic duties. These employees, messenger boys, may serve two years, when they are qualified to take the examination for promotion to clerks. After they have qualified themselves by this examination, there is no money available to promote them, because, as I said before, the amount set aside in this naval appropriation act is limited to just a sufficient amount to pay the force at present employed, and therefore these boys are compelled to wait until some person dies or resigns, before one of them can be promoted to the rating of clerk.

Now, we have clerks who receive as low as $2.08 per diem, clerical pay. They range anywhere from $2.08 on up. They are rated in multiples of eight. A man may reecive $2.08, $2.16, $2.24, on up, because, I say, they are on the per diem roll. As there seems to be a general trend in business to reward employees for faithful services and to prevent them from seeking employment elsewhere, where their chances for advancement are better, so there should be the same desire on the part of the Government, especially at navy yards and stations, where the necessity for experienced help at this time is self-evident. The first thing I would like to call to your attention is the fact that if this bill is reported favorably to the House, care should be taken that it includes independent establishments of the Government. As I have tried to point out to you, while these employees are under the same classified civil service as employees in the other departments, they are not considered a part of the executive departments, but are classed as independent establishments, and unless some particular provision is made in the bill to bring in the independent, outside establishments of the Government, the navy yards, it is apt to raise a technical question which may ultimately affect the navy yards, in view of the fact that they are not provided for under the legislative act. If there are any other questions you would like to ask me, I woud be more than glad to answer them.

Mr. NOLAN. The bill says any persons employed by the United States.

Mr. RODRICK. That would include all Federal employees.

Mr. NOLAN. Let me ask you this question, Mr. Rodrick. Do your people have an opportunity to appear annually before the wage boards of the different navy yards that are convened for the purpose of considering the question of wages?

Mr. RODRICK. No, sir; the wage board does not apply to classified employees; it only applies to the mechanical forces.

Mr. NOLAN. You do not have the opportunity that is now enjoyed by the mechanical departments of the Government in the navy yards and stations to present annually statistics to show reasons why you should be entitled to get an increase in wages?

Mr. RODRICK. The only opportunity we have is an interview with the Naval Committee itself. We do not appear before any wage board at the yard.

Mr. NOLAN. The law does not permit you to appear before the board, and does not permit them to consider your application for increase in wages?

Mr. RODRICK. I did not know there was any law. I understand we have never been allowed to appear before them on the ground

that they could only consider the adjustment of the pay of the mechanical force the 1st of every January.

Mr. NOLAN. Have you inquired into that thoroughly?

Mr. RODRICK. No, sir; I have not.

Mr. GEORGE L. CAIN (national president, National League of Government Employees). I wish to state right here that there is a law to that effect that applies directly to the mechanics. That is the act of Congress on the wage board that was passed as far back as 1862.

Mr. RODRICK. I know the mechanics, of course, can appear before the wage board, but classified employees can not. Whether there is any restrictive legislation on the subject I am not prepared to say.

Mr. NOLAN. I do not know why they have never given the classified service consideration under the law. The act of July 16, 1862, entitled "An act to amend an act entitled 'An act to further promote the efficiency of the Navy,' approved December 21, 1861," provided:

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That section 8 of an act to further promote the efficiency of the Navy, approved December 21, 1861, be amended so as to read as follows:

"That the hours of labor and the rates of wages of the employees in the navy yards shall conform, as nearly as consistent with the public interests, with those of private establishments in the immediate vicinity of the respective yards, to be determined by the commandants of the navy yards, subject to the approval and revision of the Secretary of the Navy."

As I read the law, it does not confine the wage board to the consideration of the wages of the mechanics and laborers employed in a mechanical capacity, but it says "employees." Do you know whether any of the men employed in the yards that you represent here have ever attempted to have the wage board take up the question of their wages?

Mr. RODRICK. We have never spoken to the Secretary about the wage board taking it up, because we have always assumed that the statute has been construed to exclude classified employees, who are paid, you see, from a lump-sum appropriation specified in the naval act.

Mr. NOLAN. Is it not a fact also that the mechanical end is paid from a lump-sum appropriation?

Mr. RODRICK. They are paid from the various appropriations. There is nothing mentioned in the act of so much for the mechanical force. They are paid out of the various appropriations to carry on the work, whether as classified employees or not.

Mr. NOLAN. If I recollect it right now, probably they are justified in refusing to consider the wages paid to the men that you represent, under the legislative rider, approved in——

Mr. RODRICK. 1909.

Mr. NOLAN. 1913 or 1912. I believe that specifically made an exemption of the mechanical employees of the Government establishments, but I do not know any reason why they should not have given consideration to the needs of the men that you are representing here, prior to that time. Let me ask you this, Mr. Rodrick. How often have you appeared before the Naval Affairs Committee?

Mr. RODRICK. I was before the Naval Affairs Committee on the 9th of this month. December, 1914, was the first time we appeared before the Naval Affairs Committee, and this last March I was

before the committee again. The act governing us, I have a note of it here, is the act of March 3, 1909, which specifies that the classified employees at navy yards and stations shall be paid from lump sum appropriations, and their salaries shall be fixed by the Secretary of the Navy. I think you will find that I have quoted that very nearly verbatim. My idea in coming to this committee, however, is to impress upon you the importance of the minimum wage scale. That is of great importance. As I told you, these men are paid as low as $1.04 a day, some of them men who have reached the age of maturity, and they are being paid $1.04 a day, on up to $2, and men who are between 20 and 25, possibly some of them older than that, receive as low as $2.16 and $2.24 a day, and it does not look at all just and right, when the employees of the other departments receive salaries that do not compare with those that are paid these employees in the navy yards, when they are compelled to take the same entrance examination, and compelled to attain the same passing mark, and are subject to the same rules and regulations as the other employees of the Government are.

Mr. NOLAN. How many members are there in your organization?

Mr. RODRICK. Why, I do not know just how many are in the organization. There are 2,878 classified employees at all the navy yards and stations.

Mr. NOLAN. Have you got any idea, approximately, of how many of that number are members of your organization?

Mr. RODRICK. I should say at least a thousand.

Mr. NOLAN. Scattered among the different——

Mr. RODRICK. Scattered among the different yards.

Mr. NOLAN. And stations?

Mr. RODRICK. Yes, sir.

Mr. NOLAN. During what period of time did those vacancies that you spoke of there occur?

Mr. RODRICK. They occurred from January 1, 1909, to June 30, 1915. At that time there were 547. From January 1, 1913, to June 30, 1915, there were 330 vacancies.

Mr. NOLAN. Those men had been employed and left the service of the Government in the classified service in the navy yards?

Mr. RODRICK. Yes, sir; all voluntary vacancies.

Mr. NOLAN. Do they have much trouble in getting men to come in from the list?

Mr. RODRICK. Why, I do not think so. It seems to me that every time we ask that a man be certified, they do not seem to have any trouble getting them.

Mr. NOLAN. What is that due to? Do they come in with the idea in mind that the opportunities are better than they find them after they get in?

Mr. RODRICK. They come in with the idea—a great many of them come in with the idea that they will be in the same status as other civil-service employees in regard to leave, which, of course, they find to be a misnomer when they get into the service. Then, as I told you in the beginning, the men who work in the navy yards and stations are men of considerable training, many of them are university men, and there is a natural demand on the outside for them in the outside establishments. Then, some of them, quite a number, seek

transfers to other departments here in Washington, where they will get better salaries and where they will get the advantage of the extra 15 days' leave. Of course, that means quite a bit, because it is pretty hard for a man to take any sort of vacation out of 15 days' leave, when you take into consideration the fact that naturally contingencies are found to arise during the summer months, such as funerals and other meritorious contingencies, and when he comes to the summer months, and faces these long hot summer months, without sufficient leave to take a sufficient amount of rest, because he does not know what contingency is going to happen during the fall, which necessarily requires him to keep in store a minimum amount of leave, as a result the men do not have enough leave to take a rest in the summertime when they really deserve it and really need it, and the result is obvious that the interests of the Government—the employer, no matter who it may be—are bound to suffer, if a man is bound to drag through the hot summer months all fagged out for want of rest.

Mr. NOLAN. This bill does not pretend to take care of the question of annual leave, or take care of any of the evils attending upon the civil service, except what some people consider the greatest evil, and that is the question of wages.

Mr. RODRICK. Yes, sir.

Mr. NOLAN. That is the principal complaint, as I understand it, from your testimony here?

Mr. RODRICK. That is the principal complaint; yes, sir.

Mr. NOLAN. The wages paid, and the lack of opportunity of presenting your case and getting redress?

Mr. RODRICK. Yes, sir.

Mr. NOLAN. You have not been able to get any redress such as you believe you are entitled to, and such as every other employee in the mechanical departments of the navy yards have annually?

Mr. RODRICK. I merely mentioned the leave question to let you see that while they are members of the same classified civil service, first to impress that upon your mind; second, to show you that they do not receive the same consideration as other Government employees.

Mr. NOLAN. Have you any data before you touching upon the question of wages paid?

Mr. RODRICK. You mean the wages paid in the navy yards?

Mr. NOLAN. The wages paid to those employees that you represent?

Mr. RODRICK. Yes, sir. I sent you a copy of it. I will also make a copy for the hearing. It gives the wages paid in the navy yards, and also a comparative scale showing the wages paid in outside establishments, which will probably give you an idea why so many vacancies occur. You will note the difference in the wages.

Mr. NOLAN. We will be glad to have that, so it will be incorporated right here in your testimony.

Mr. RODRICK. I will be glad to mail you a copy here in the morning.

(The table referred to is printed on page 408.)

Mr. NOLAN. Is there anything else you wish to add at this time?

Mr. RODRICK. That is all, unless you have some more questions you wish to ask.

Mr. NOLAN. I have none just now.

STATEMENT OF MR. JOSEPH W. KING, INTERIOR DEPARTMENT, WASHINGTON, D. C.

Mr. NOLAN. Mr. King, will you just make your statement so that the reporter will get it?

Mr. KING. I do not know what you want to know. I know I have lived here nearly 25 or 26 years when things were much cheaper than they are now, you know.

Mr. NOLAN. If you will just tell the reporter where you are working and what position you occupy, you may then go ahead with your story.

Mr. KING. I am a watchman in the Interior Department, at the liberal salary of $60 a month, or $720 a year. I know when I was here 25 or 26 years ago that I could buy provisions to live on for less than half of what I can now, some of the things. I could buy three pounds of round steak for 25 cents, three pounds of pork chops for 25 cents, beef liver for 5 cents a pound, and a soup bone, big enough to make soup for a hotel, for 10 cents, and so on. Now, you can not get one for a quarter like it with meat enough left on it to make hash for a family. A house that you could rent then for $15 would rent now for $25 or $30, and then I was getting much better wages than I am now. Of course I could live then all right, but now I tell you it is hard to make ends meet.

Mr. NOLAN. You mean by that that the wages you were receiving then——

Mr. KING. Yes; I was receiving more wages then, anyhow.

Mr. NOLAN. What were your wages at that time?

Mr. KING. I was superintendent of the Pension Office Building at $1,400 a year, then. I am getting a little over half of it now, when it ought to be the reverse. I do not know whether it is worth while to say that I find some opposition to this bill on account of it including such as charwomen that work but 3 or 4 hours a day. If it would include some of the charwomen some of the members object to it, because it includes those that do not work but three or four hours that would get $3 a day the same as the others. But I have been investigating that, and they are all willing—would be more than willing—to get $40 a month, and, of course, if it would be put down that way, maybe it would be a little more apt to pass, and so on.

Mr. NOLAN. Never mind about the bill. That is a matter that will be attended to by the committee so that whatever amendment it may need, where it needs amendment, especially for those working only a few hours a day, I think we can safely take care of that part of it.

Mr. KING. Now, here are the watchmen and the messengers and the elevator men. The difference in that is that they get a half Saturfor three months and the holidays on Sundays and the watchmen do not get none of that. There ought to be a slight difference made in that respect, but that is none of my business. There are none of them getting enough. There are laborers right there in the Land Office that are getting $40 a month; I mean men—male laborers that have come in lately—and they say they can not live on it; they are living on bread and sweetened water. They have to have a house to live in, and they are colored fellows, and they are getting very

cheap rent—$10 or $12 a month—shacks hardly fit to keep a horse in.

Mr. NOLAN. Go right along, Mr. King.

Mr. KING. I do not know anything else to say, only I know everything is quite high to live. That is all I know about it. The way it was when I was here before such things as bananas, and things like that, on a Saturday you could buy half a bushel for a quarter, but everything is as high again as it was then, you know.

Mr. NOLAN. Now, the men that are working in the Interior Department—watchmen along with yourself—do you find this general situation there, that those men have a hard time to get along on the wages they are being paid?

Mr. KING. Yes, sir; awful hard, they say. I could not get along at all—I have a big family—if it was not for my pension, and then we can not make ends meet with it.

Mr. NOLAN. You could not get along without your pension?

Mr. KING. Oh, no, no.

Mr. NOLAN. You find it pretty hard to get along, even with the pension and the wages?

Mr. KING. Yes, sir; I have to almost draw on my pension before it is due, you know, to make ends meet.

Mr. NOLAN. Are there many of those men down there, employed in the same position that you are, that are pensioners?

Mr. KING. No; not a very great many. Well, there are quite a few, too, but some are younger fellows from the Spanish-American War.

Mr. NOLAN. There are not as many of the Spanish-American War veterans drawing pensions, though?

Mr. KING. No; and even those that draw pensions only draw small ones. Then there are some young fellows on the watch that are here studying law and dentistry and medicine, you know, and making this sort of pay expenses.

Mr. NOLAN. But if a man who has a family wants to make a living out of it you find it impossible to make both ends meet?

Mr. KING. Yes, sir; you do. Of course, I have never lived lavishly, or anything. We can't. I raised a family of 12 children; that is all; and I was not married until I was away up in years; but when we were here before we had six children with us, and now we just have four all the time, and we can not live with them. We have only got three now. One of them has gone over to Wilmington, Del. He is a grown man, and he never could get anything to do much while he was here.

Mr. NOLAN. You find that a man raising a family—that his opportunities as the children grow up are extremely limited unless they go into the Government service?

Mr. KING. Yes, sir; they can not get clothes fit to wear to school. I know a family that says they can not send their children to school for the want of clothing fit to make them half respectable—shoes and such as that.

Mr. NOLAN. My question was, As those children grow up here in the District of Columbia, the opportunities for them getting employment outside of the Government service is very limited?

Mr. KING. Yes; they can not get anything much better at all, and the Government service in the District, they say, is overrun, and they do not have a fair show at that.

Mr. NOLAN. And the opportunities for being helpful, then, to their parents, as they do come to working age, are very limited?

Mr. KING. Yes; very limited. I am from Illinois myself, but I was here 26 years ago, and only stayed four years, or a little better, and by request of "Hokus Pokus" Smith, as I called him, retired, and 17 years ago again came back as watchman. I was too old to get anything to amount to anything and was not much fit for anything but a watchman, and, as the old lady says, barely that.

Mr. NOLAN. But still, if you did not have the position, they would have to have a younger man?

Mr. KING. Yes. I fill the place tolerably satisfactorily, I guess. I occupy the chair and try to look wise and answer questions. You know there are a sight of questions propounded to a watchman. You have to be a sort of traveling encyclopedia to answer all of them. A man wants to be sort of posted in the location of the different offices where the people are, and when they come in and ask you where is so and so you have to be able to tell them where they will find these fellows; you have to answer those questions and keep a watch about things passing out, in particular. They are not so particular about things coming in, but things going out.

Mr. NOLAN. Well, is there anything else you can add, Mr. King?

Mr. KING. I do not know that there is—that would give any strength to it.

Mr. NOLAN. But you do know that while wages have not advanced here in the District of Columbia in the Government service——

Mr. KING. In 1854 this salary was fixed.

Mr. NOLAN. While you do know that the salaries have not advanced for this position, you know that the cost of living has been going up and is still going up?

Mr. KING. It seems to be. Some few things are not going up, but meats and such as that is going up all the time.

Mr. NOLAN. Everyday commodities?

Mr. KING. Yes; things that are most essential to the housewife. Housekeeping has just gone up out of sight.

Mr. NOLAN. First of all, house rent, you know, has gone up considerably?

Mr. KING. Oh, yes, and still there are idle houses all over the city, but they will not rent them for any less. There are as many idle houses in the city as there are occupied when I was here 26 years afo, but they will not rent them if they do not get the price, you know, and outside in the suburbs they are just the same, just as high as they are right in the heart of the city, but as a general thing with a little better air, and some more ground. Here in the city, when you get a house, there is no yard, or nothing to it. Where are are now, we paid $27.50 for the last year, and there is no yard to it at all, a little bit of front yard, but not enough to amount to anything, and a back yard not big enough to whip a dog in.

Mr. NOLAN. Well, we are glad to have had you come before the committee, Mr. King, and if there is nothing further, we will excuse you.

(Whereupon, the committee adjourned.)

SUBCOMMITTEE OF THE COMMITTEE ON LABOR,
HOUSE OF REPRESENTATIVES,
Thursday, March 30, 1916.

The committe this day met, Hon. John I. Nolan presiding.

Mr. NOLAN. The committee will come to order.

Mr. Ainsworth, we will hear from you.

STATEMENT OF MR. FRANK H. AINSWORTH, PRESIDENT FEDERATION OF FEDERAL CIVIL SERVICE EMPLOYEES.

Mr. AINSWORTH. Mr. Chairman and gentlemen of the committee, there is so much to be said on this subject that I shall not take the time to make an extended talk without referring to certain exhibits which I have here.

I want to ask the committee if I may introduce certain statements which I have here, and as they come along in proper sequence, make such comment upon them as seems to be pertinent.

Mr. NOLAN. Do you wish to incorporate those exhibits in your testimony?

Mr. AINSWORTH. I have certain exhibits that I would like to ask the committee to consider.

Mr. NOLAN. It has been the usual practice of the committee to permit witnesses to incorporate exhibits in the record during this hearing. You may proceed along that line.

Mr. AINSWORTH. I want to say, in the first place, that there has been some criticism that this bill, as a minimum wage bill, is not approved of as a matter of legislation. In order that the record may show the position of the organization which I represent, I would say that we do not consider this legislation on a minimum wage, as between the Government and the private employer, whether an individual or corporation. In presenting it and in advocating it, we take the position that the Government is an employer of labor, and that those who are interested in this wage bill are employees. While this committee, if I understand it correctly, is appointed to consider legislation before Congress, as a matter of fact, industrially, the committee represents the United States as an employer of labor, and is appointed for the purpose of hearing what the employees have to say regarding their laboring conditions; and in that manner the wage bill is not making wage legislation, as generally interposed. It is simply an effort on the part of the employees to present to their employer, the United States, some reasons why they ask better conditions and better wages.

Now, there are two principles under which these employees may be considered. First, shall the United States, employing a man or woman, settle his or her salary, or fix his or her salary by the law of supply and demand; in other words, when a man or woman is employed, does the United States say: "We will give you so much per month, and if you do not take it, some one else will." Should that principle obtain, or should the other principle obtain, which is that a man or woman employed by the Government performs, to a certain degree, at least, a governmental function, and that function is necessary to the completion and operation of the Government. Now, what is that function worth? For instance, a man operates an

elevator in this building. Of course, before we had elevators, people walked up and down stairs. Now the operation of elevators is a necessity. Should that man's salary be fixed by reason of the fact that other men can be obtained to take his place for less than he is getting, or by reason of the fact that he performs a function which is necessary to the Government, and which must be performed, and which, therefore, he is entitled to receive compensation for that will permit him to live and maintain his family at least in comfort.

I desire now to submit to the committee an exhibit, which is an excerpt from the report of the Committee on Federal Relations. I shall read it and submit it, if I may. This is the preliminary report, and I think is over Mr. Walsh's own signature. It reads as follows:

> The welfare of the State demands that the useful labor of every able-bodied workman should as a minimum be compensated by a sufficient income to support in comfort himself, a wife, and at least three minor children and in addition to provide for sickness, old age, and disability. (Report of Commission on Industrial Relations.)

That is the principle which we think the Government should take into consideration in recommending these wages, and I shall hope to show later on that many who are employed by the Government do not receive anything nearly equal to that.

The House has recently discussed, and perhaps is now discussing, the immigration bill. During that discussion much interest is manifested as to the welfare of the people of other countries. Are we, who are citizens of the United States, and who are serving the Government, not entitled to as much consideration from Congress, which largely fixes our conditions, as those who do not belong here at all?

During the past 10 or 15 years the cost of living has increased largely. I do not need to tell you about how much it has increased, but I would like to say that within the last year, because of the war, it has gone ahead to such an extent that some of the people serving the Government have to look to charity. I have in mind a case of a man who has six children. He is a veteran of the Spanish-American War. He receives $70 a month and lives in San Francisco. He tells me that sometimes in the morning, during the latter part of the month when he has not yet received his pay envelope, these children have dry bread and a little weak coffee with milk for breakfast. He says that is all they can have, and I do not wonder at it. I do wonder that they can get that at times, when you take into consideration what he has to pay for the articles that he must buy in order to live.

Some of these salaries, which are now under consideration and which have been in existence for a number of years, were fixed by the Government a great many years ago. Some, I think, were fixed as long ago as 50 years. I was talking to a man who has had long experience in the Government. He said to me: "I do not see that there is much difference in the $1,800 position now and 20 years ago. There seem to be the same class of men, and they seem to do the same character of work." I said, "That is true, I grant you, but what does $1,800 purchase now as compared with 20 years ago." That is the issue that is before us now. What is the purchasing power of a dollar to-day, as compared with 20 years ago when these salaries were fixed. The salaries in the legislative bill and the sundry civil bill are largely fixed by the estimates of the department, and frequently Congress changes them. These estimates are made up,

first, by the bureaus which compose the department. Each bureau chief makes an estimate for what he is going to need the next year.

I want to speak now of the custodian employee. A man is appointed custodian, and he sends to the Treasury Department an estimate of what he thinks he needs. He sends a statement of what he thinks the salaries should be. When that gets to the Treasury Department, if his ideas about proper pay are at variance with the ideas already in existence—and some of these salaries, as I said before, were fixed 50 years ago—the Treasury Department says, "We can not pay these salaries; if we do, then all these other people will be clamoring for higher pay." Consequently, they are pruned down, and, as a result, he gets in line with those salaries fixed a long while ago.

The Government, in some respects, is very specific. I think personally Congress intends to legislate fairly. I want to show, in one instance, how legislation is sometimes somewhat distorted. For example, section 7 of the civil-service act of March 15, 1898, emphasizes this point. I will not read the whole section, but I will read portions of it. It says that hereafter not less than seven hours of labor each day, except Sundays and days provided as public holidays by law or executive order, shall be required of all clerks and other employees of whatever grade or class. Then it provides further—

that the heads of the departments may, by special order, stating the reason, further extend the hours of any clerk or employee in their departments, respectively; but in case of an extension it shall be without additional compensation.

That has been construed to mean that any department or any bureau or the heads of the bureaus may make those under them, without written orders and with written orders, work Sundays and legal holidays.

I desire now to read a letter from the Assistant Secretary of the Treasury. When I wrote to him in regard to this matter, I referred in particular to some custom guards in San Francisco who had to work seven days in the week, and I asked him if they were, under that section, entitled to Sundays. I will give the number of his letter in reply to mine, because I have his permission to quote from it. It is No. 100,000/28. It is dated Treasury Department, Washington, May 2, 1914, and reads as follows:

100000/28

TREASURY DEPARTMENT,
OFFICE OF ASSISTANT SECRETARY,
Washington, May 2, 1914.

Capt. F. H. AINSWORTH,
608 Pacific Building, San Francisco, Cal.

SIR: The department is in receipt of your letter of the 16th ultimo, relative to the hours of service of the customs guards at San Francisco.

Customs guards at present are required at all ports to be on duty for eight hours daily, seven days each week, except that they are allowed 14 days' leave of absence each year. This has been the rule for a number of years. While the department has under consideration the readjustment of the force in such a manner as to give each guard one day off each week, at the present time the appropriation available is not sufficient to permit such action to be taken.

Respectfully,

WM. P. MALBURN,
Assistant Secretary.

You see, in that letter he advances the theory that the public service must be performed, and that because of the state of the

appropriation these men who the law says are entitled to one day off, can not have it.

I wish to call the attention of the committee to some figures that I have in regard to the cost of living. They are taken from different parts of the country and from men in different stations of life. We did that for this reason: We know that men in different positions in the Government receive different salaries, and from time to time, especially in some of the higher paid positions, Congress takes the position that men occupying positions of importance and responsibility are entitled to a compensation in keeping with their positions. It is true, and I am glad to see them get all they receive, because I think most of them deserve it. It is also true that every man, whether he be high or low in office, must have food to eat; he must have clothes to wear; he must have a place for shelter; and he must have medical aid. If he does not, he is going to die. He must have that for his children. After reaching a certain point, they talk about keeping up the dignity of the position, or the talk that the office requires a certain living condition, falls by the wayside, if those who perform a duty that is important and is necessary are going to starve, as some of them are likely to do because they do not get enough to eat.

I have here a number of statistics in regard to the cost of living. I will read one. The first one applies to the case of a well-paid man, with a family of six. His expenses were as follows: Rent, $40; gas for heat and cooking, $9.50; light, $2; telephone, $3.50; carfare for self, $2.60; carfare for three children, $3.25; carfare for wife, $2 (estimated); meat and vegetables, $45; groceries, etc., $40; two newspapers, $1.15; two children's lunches, $4.50; two children's school expenses, $9; insurance, church, lodge, charity, etc., $10; magazines, 50 cents; laundry, $12; clothing for five, $30; husband's lunch, $11.20; recreation for five, $30; dentist, $2; making a total of $258.20.

One of the children is employed and pays $25 a month. That is probably an extreme case; at any rate, it is fairly good living. There are not many like that.

Mr. NOLAN. Does your table show the salary of the man and where he is employed?

Mr. AINSWORTH. No, sir.

I have here a statement of a man who gets $1,800 a year. This is rather a long statement and I shall read only the principal items, because it occupies or takes up a whole page and is set down in a conversational way. His grocery bill was $110.44 per annum; his baker's bill was $20.91; his butter bill was $27.94, which was $2 plus per month; his egg bill was $44.59, almost $4 per month; his milk bill was $33.83 per annum. This is for a family of three. He lives in New York. His ice bill was $18.10 per annum; his fruit bill was $36.61, or about $3 per month. His bill for medicines was $24.12 per annum, or $2 per month; his laundry bill was $59.79 per annum; the bill for household furnishings was $16.90 per annum, or a little more than $1 per month. The fuel and light bill was $35.44, while carfare amounted to $61.21, and extra meals amounted to $68.64. The doctor's bill was a large one, owing to sickness. It amounted to $298.50 that year, which is largely accounted for by

reason of the fact that there was an operation for appendicitis, there being an extra expenditure of $32.20 because of the operation.

Mr. RUSSELL. His rent was $383.15 per annum; his meat bill was $99.

Mr. DIES. His meat bill was how much?

Mr. RUSSELL. It was $99.33, a little over $8 per month, or $2 per week; his grocery bill was $110.44 per annum; his baker's bill was $20.91; his butter bill was $27.94, $2 and something per month; his egg bill was $44.59, almost $4 per month; his milk bill was $33.83 per annum. This is for a family of three.

Mr. DIES. He paid how much for those eggs per dozen?

Mr. RUSSELL. If you have ever bought eggs in New York you know how expensive they are.

Mr. DIES. I have bought and sold them, too.

Mr. RUSSELL. You know, then, what you have to pay for eggs—50 and 60 cents per dozen in the winter months, though they run down to 33, 35, and 37 cents.

Mr. DIES. You say $40 for eggs?

Mr. RUSSELL. $40 for eggs; that amounts to $3 and something, $3.50 per month, we will say, for eggs; that appears at first glance to be somewhat excessive, but let us examine into the matter a little more closely. It amounts to 80 and some odd cents a week for about a dozen and a half eggs for a family of three.

I submit these figures to show you the actual cost of living, and I think you will agree this is not particularly extravagant.

This man's vegetable bill was $26.61 per annum; that is $2 and something per month.

His fruit bill was $36.61 per annum, or about $3 per month, or 75 cents per week, or 10½ cents per day. I may say that he used fruit in lieu of desserts.

His ice bill was $18.10 per annum, and that averages about a nickel a day. You can not buy a 5-cent block of ice in New York. You are compelled to buy a 10-cent piece, or you do not buy at all. For medicines his bill was $24.12 per annum, or $2 per month; his laundry bill was $59.79 per annum, or $5 per month or $1.25 per week. For household furnishings it was $16.90 per annum, or a little more than $1 per month—that is, for kitchen utensils and things of that sort. For fuel and light his bill was $35.44 or $3 per month; car fare $61.21 per annum or $5 per month, which is an average of something less than 20 cents per diem; extra meals $68.64. The doctor's bill in this instance was excessive, as there happened to be an operation for appendicitis in this man's family.

Mr. DIES. How much was that?

Mr. RUSSELL. $298.50 that year, which was largely accounted for by the operation for appendicitis. That can not be figured as an average. His clothing bill was $371.60 per annum, which is perhaps is a little excessive for employees getting a small rate or the average rate of pay. His insurance was $171.84 per annum. For amusements there was an expense of $30.92 or $2.50 per month; miscellaneous expenditures, that could not be analyzed, covering dues to associations, etc., and charity, amounting to $85.09 per annum; books $54.40 per annum.

Then there was an extra expenditure of $32.20 entailed by the operation for appendicitis—this was expended for servant hire, as the operation was performed at home.

These figures total an amount in excess of that man's salary. Of course, he was in this position because of the unusual doctor bill that was paid. This is the case of a man getting $1,825 per annum.

Mr. DIES. What is the total expenditure?

Mr. RUSSELL. $2,124.12.

Mr. DIES. And his salary is how much?

Mr. RUSSELL. $1,825.

Mr. DIES. Where did he get the other $300?

Mr. RUSSELL. He went into debt. I give you these figures of a high-salaried man. How those employees at $1,100 and $1,200 per annum in the big cities, who have been getting this salary for a long time, make both ends meet is a problem.

Mr. DIES. A man may sit down and figure out what a man will spend, and the result will be that some will spend more and some will spend less. It would hardly be fair to state that every man pays $171.84 for insurance.

Mr. RUSSELL. That represents savings during the course of the year.

Mr. DIES. Nor that every man buys $50 worth of books when he is located in a city which has public libraries.

Mr. SCOTT. Did you not notice that there were in that enumeration none of those items for which men usually spend money? There is no tobacco, and there are no moving-picture shows.

Mr. DIES. How much for education?

Mr. RUSSELL. That was included in the item of books. Education is in the public schools, and you could not figure in that charge.

The CHAIRMAN. And there was an item of $300 for clothing?

Mr. RUSSELL. An expenditure of more than $300 for clothing, and that is excessive, perhaps.

The CHAIRMAN. Is it not possible to arrange uniform hours in the work of those customs inspectors?

Mr. RUSSELL. It is impossible to arrange it, Mr. Chairman. Those vessels begin arriving at 7 o'clock in the morning, and discharge all the way from 100 to 1,000, yes, 1,200 and 1,400 cabin passengers, and these inspectors must meet those vessels when they come in. The vessels may be delayed by a fog or delayed by breakdowns, and may arrive as late as 8 or 9 or 10 or 11 o'clock at night.

The CHAIRMAN. Why do they not work in relays?

Mr. RUSSELL. They could not arrange it that way. You may get 2,000 or 3,000 passengers at 8 o'clock at night, and if you divide your force into relays they would not be able to meet the emergency.

Mr. DIES. Heretofore you have worked the pension out on the basis for the employees in the city of Washington, but do I understand that this bill takes in the entire civil-service employees of the Government?

Mr. RUSSELL. It takes in the entire number of civil-servce employees in all branches of the Government.

Mr. DIES. Does it take in rural letter carriers and city carriers?

Mr. RUSSELL. It does, sir.

Mr. DIES. In all, 300,000 or 400,000 civil-service employees?

Mr. RUSSELL. It takes them all in.

Mr. DIES. What did you say the expense under this bill would be?

Mr. RUSSELL. The bill you have in your hand is the bill we caused to be introduced in behalf of the New York association, a copy of which I will leave for the committee—this is a bill to be introduced by Mr. George, of New York.

The CHAIRMAN. Do you want to print that in the record?

Mr. RUSSELL. I would like to.

Now, this is the case of a man who gets $1,825 per annum in New York. The first one was at San Francisco.

I have a statement of the case of a man who receives $1,400 in New York.

Salary for year of 1913	$1,400.00
Food	442.15
Rent	360.00
Gas	18.56
Electric light	6.20
Clothes	72.49
Shoes	25.63
Lunches	54.00
Fare to work	33.40
Dentist for four	19.50
Sundries	39.68
Life insurance policy for $2,000	58.40
Mutual and sick aid	25.50
Lodge	2.50
Doctor, three visits	3.00
Medicines and toilet articles	12.85
Household articles	21.15
Extra car fares	16.65
Pleasure	14.79
Presents, including Christmas	12.03
Charity articles	4.10
Society dues	5.80

Newspapers and magazines		7.26
Laundry (collars)		4.16
Bond		1.50
Charity (cash)		5.00
Laundry, bed sheets		2.40
Fire insurance		4.16
Luxuries		14.23
Vacation for four, 18 days		59.65
Education (public school, boy 7; normal high school, girl, 16):		
Fare	$18.65	
Stationery	4.51	
		23.16
Daughter's musical education		30.10
Total		1,400.00

My purpose in putting these in is to show how the expenses of those things which seem to be necessary mount up.

I am coming now to a statement made by the New York Association for Improving the Condition of the Poor. This appears in the New York World of February 7, 1914. In that statement it is asserted that the necessary expenses for a family of five amount to $1,082. This is given in some detail.

(The article above referred to is as follows:)

FAMILY OF FIVE NEEDS $1,100 A YEAR IN MANHATTAN.

From $1,100 to $1,300 income is necessary to enable the average family of five persons to maintain, unaided, a normal standard of living in the Borough of Manhattan—to live, that is, "in such a way as to preserve health, mind, character, self-respect, and proper conditions of family life."

Such was the announcement yesterday of the New York Association for Improving the Conditions of the Poor, in connection with the first report of its Home Hospital, an experiment in the combined treatment of poverty and tuberculosis.

The figures of the association were got from its experience in caring for 27 families in the hospital in the Vanderbilt tenements. The daily budget for the average Manhattan family would work out, at that experience, about as follows:

Rent and light	$0.65
Food	1.298
Clothing	.433
Fuel	.045
Lunches	.089
Dues	.068
Medicine	.079
Ice	.05
Car fare	.065
Household supplies	.091
Miscellaneous	.097
Total daily budget	2.965
Total yearly budget	1,082.00

I have something also in regard to the lower paid men. I shall not take the committee's time to read all of these, but I would like to have them made a part of the record. I want to read one or two, however, because they are impressive. This [indicating] is the one I spoke about, where the father said that his breakfast in the latter part of the month consisted of dry bread, weak coffee, and milk. This is based on the cost of living for a family of six, composed of the father, mother, daughter going to high school, a boy 7 years of age, a girl 6 years of age going to primary school, and a

baby 3 years old. The rent was $18; meat and fish, $20; groceries, $20; coal, $3; gas, $2; laundry, $2.50; car fare to and from work, $3; lodge and insurance dues, $2.20. That makes a total of $70.70. This man received $70 a month. As I said before, he is a Spanish War veteran; his rating is A 1, and he has been employed for a number of years. This does not include such miscellaneous items as clothes, doctor bills, schoolbooks, car fare for the family, shoes, amusements, small luxuries, such as smoking, etc.

Cost of living for a family of six, comprised of the following members: Father, mother, daughter going to high school, boy 7 years of age, girl 6 years of age going to primary school, baby, age 3 years—

Rent	$18.00
Meat and fish	20.00
Groceries and vegetables	20.00
Coal	3.00
Gas	2.00
Laundry	2.50
Car fare to and from work	3.00
Lodge and insurance dues	2.20
Total	70.70

The above does not include such miscellaneous items as clothes, doctor bills, schoolbooks, car fare for family, shoes, amusements, small luxuries such as smoking, etc.

I have here a statement that is particularly impressive. This man has a wife and three children and gets $55 a month. He pays $10 for rent, $3 for gas, $2 for wood, $3 for car fare, $3 for milk, $24 for groceries, $6 for meat and vegetables, $3 for noon lunch, and 60 cents for lodge dues. The total is $54.60. He makes this significant comment: "In case of sickness we have to go to a free clinic."

SAN FRANCISCO, CAL., *March 24, 1916.*

Monthly expense account of man and wife and three children:

Rent	$10.00
Gas	3.00
Wood	2.00
Care fare	3.00
Milk	3.00
Groceries	24.00
Meat and vegetables	6.00
Noon lunch	3.00
Lodge dues	.60
Total	54.60
Wages	55.00

In cases of sickness we have to go to a free clinic. Our clothing costs us about $150 per year; this has to be made by the wife.

Here is one who works in the custodian's office, as a charwoman or janitress. Her grocery bill amounts to $6; meat, $5; vegetables, $1.50; coal and gas, $4; milk for children, $3; insurance, $2; house rent, $12; car fare, $5; bread, $2; incidentals and clothing, $5; total, $45.50.

She says that her husband is blind, and that she is the main support of the family and is compelled to go out washing part of the day and neglect her family in order that they may exist. Her wages from the Government amount to $25 a month. She works five hours a day, in two shifts, and has to pay 20 cents car fare a day,

because she has to get to her place of employment and back twice during the day. She finds it necessary to live a considerable distance from her place of employment, because it is impossible for her to find cheap rent near the place where she works. Consequently, she pays about $6 a month out of her small wage for car fare.

SAN FRANCISCO, *March 24, 1916.*

To whom it may concern:

I am a janitress in the employ of the Federal Government, and following is my monthly expenses:

Groceries	6.00
Meat	5.60
Vegetables	1.50
Coal and gas	4.00
Milk for children	3.00
Insurance	2.00
House rent	12.00
Car fare	5.00
Bread	2.00
Incidentals and clothing	5.00
Total	45.50

My husband is blind and I am the main support of the family and am compelled to go out washing part of day and neglect my family to exist. My wages from the Government is $25 a month.

Mr. NOLAN. Give us some idea of just what you mean by shifts.

Mr. AINSWORTH. Well, at the post office in San Francisco they work two or two and a half hours in the evening. In the morning they come and work two or two and a half hours more. There is one shift in the evening, which occasions one round trip; and then there is the morning service, which occasions another round trip.

Mr. NOLAN. Can you tell us what time in the morning she goes to work on the first shift?

Mr. AINSWORTH. No; I can not.

Mr. NOLAN. Do you know what time she goes to work in the evening—that is, what time she gets there?

Mr. AINSWORTH. I do not know just what the hours are. My own observation is—I do not want to be bound by this—that they finish the morning work at a little before 9 o'clock. I have seen them start in at a little after 5 in the evening, and I judge those are about the hours they work, but I am not sure about that.

Appropriation of salary expended by civil-service employee in War Department who receives $60 per month (man and wife):

First. Rent	$18.00
Second. Car fare to and from office	3.00
Third. Groceries	20.00
Fourth. Light and fuel	5.00
Fifth. Clothing for wife and self	5.00
Sixth. Miscellaneous	10.00
Total	56.00

To whom it may concern:

The following is a list of the necessary expenses of a family of four (wife and two children):

Groceries	$18.85
Meat	6.45
Vegetables	4.05

Coal and gas	$4.50
Milk (for children)	3.00
Insurance	3.80
House rent	18.00
Total	58.65
Salary, per month	60.00

This leaves a balance per month of $1.35 for other expenses, such as clothing, schoolbooks and supplies and other expenses.

Monthly expense account for wife and family of five children:

Groceries	$23.00
Meat	12.00
Bread	5.00
Shoes (whole family)	5.00
Stockings (whole family)	1.00
Insurance (life only)	4.00
Clothing (whole family)	15.00
Coal	3.00
Wood	.50
Gas	1.35
Water	1.65
Carefare (for children to and from school and self to and from work)	5.00
School supplies	.50
School supplies	.50
Rent	12.00
Fruit and vegetables	2.00
Total	91.30

Expenses (man and wife):

Rent	$15.00
Coal	5.20
Wood	.70
Gas	.60
Hospital fees	1.00
Insurance policies	2.05
Papers	.75
Street car fare	2.80
Coal oil	.50
	28.60
	55.00
	26.40

Fireman, at $2.25 per diem at San Francisco post-office building; have wife and two children to support on that wage:

Rent	$18.00
Groceries	26.00
Butcher	8.00
Light and fuel	63.00
Car fare	3.00
Vegetables	3.00
Total	63.00

Above for living expenses only; then there are school books, shoe repairing, clothing, etc.

JANUARY 10, 1914.

To whom it may concern:

W. H. Crane, elevator conductor, courthouse and post-office building, San Francisco, Cal. Entered service September 1, 1905. Salary, $60 per month, $720 per annum; married. Expenses:

Rent and water	$22.25
Gas, $1.50, and fuel, $2.25	3.75
Car fare	2.60
Clothing and shoes	5.00
House expenses, per month, for myself and wife	22.50
Total	$56.10

Balance of $4.20 for things likely to come up.

Respectfully.

STATEMENT.

To whom it may concern:

By Adalbert Kosak, employed in the custodian service at the post office and courthouse building of San Francisco, whose monthly salary is $55, from which amount he must support himself, wife, and three children.

Monthly expenses are as follows:

House rent	$20.00
Car fare to and from work	2.70
Children's carfare to and from school	2.50
Electric and gas bills	3.50
Wood and coal	3.50
Clothing and footwear	10.00
Milk bill	4.50
Total	$46.70

The balance of $8.30 remains for the grocery, butcher, and other extra unexpected expenses.

From this statement you can see for yourself that on the above-mentioned salary it is extremely difficult to make ends meet when there are five to support.

Hoping that our requests will be granted,

Yours, truly,

——— ———.

Family, wife and three children; wages, $55 per month; expenses:

Rent	$12.50
Gas and fuel	3.00
Newspapers	.75
Groceries, meat, and vegetables	30.00
Clothing, car fare, and incidentals	7.75

SAN FRANCISCO, CAL.,
January 15, 1914.

Fireman, post office custodian service, Treasury Department; salary, $2.25 per diem; three in family:

House rent	$22.50
Fuel	3.00
Light	2.00
Milk	3.00
Car fare	4.00
Shoes	9.00
Total	43.50

SAN FRANCISCO, *January 13, 1915.*

TO THE HOUSE OF REPRESENTATIVES,
Washington, D. C.

GENTLEMEN: I have been employed in the San Francisco post office since May 10, 1906, as a janitor and relief elevator conductor, at a salary of $55 per month. I would like to ask your honorable body for an increase in salary as the cost of living is very high. I am a married man, father of three children, and find it very hard to live on such a small salary.

Yours ,truly,

SAN FRANCISCO, CAL., *March 28, 1916.*

Installment on home, per month	$ 30.00
Water	1.80
Gas	2.25
Electricity	1.00
Wood and coal	4.00
Bread	6.00
Milk	4.50
Butcher bill	30.00
Groceries	50.00
Vegetables	3.00
Fruits	8.00
Shoes	4.25
Clothing	12.50
Bedding	1.50
Car fare	7.80
Total	167.60
Taxes, per annum	39.45
Insurance, per annum	26.00
	65.45

My monthly expenses; family of eight—four boys and two girls; oldest 17 years; youngest, 15 months.

OAKLAND, CAL., *March 24, 1916.*

To whom it may concern:

My family consists of my wife and self. I am a watchman in the Government service and receive $60 a month. I work every day in the month, no days off. The cost of living is getting higher every month. Although we practice strict economy, it is necessary for my wife and self to make extra money, when we can, to make ends meet and keep out of debt. Following is a list of our expenses:

Rent	$20.00
Groceries and meat	20.00
Fuel and light	3.00
Milk	3.00
Clothes	3.00
Insurance	4.00
Car fare	7.00
Monthly installment on lot	5.00
Amusement and reading	1.00
Incidental expenses	4.00
Total	70.00
Doctor and medicine	?.00
Dentist	?.00
Amount put in bank for rainy day	0.00

SAN FRANCISCO, *March 24, 1916.*

To whom it may concern:

I am a janitress in the employ of the Federal Government. Following is my monthly expenses:

Butcher	$6.00
House rent	12.00
Gas	1.00
Groceries	6.00
Car fare	5.00
Milk	1.50
Fruit, vegetables	2.00
Bread	1.50
Clothing and shoes	5.00
Total	40.00

I have three in family and the sole support and am compelled to leave home and neglect my family to earn an existence.

Now, along this line of increasing expenses, I want to call attention to one thing that I have here. Here is a statement to the effect that each one of us consumes about 75 pounds of sugar in a year. Under present conditions, the sugar bill for a family of average size, five persons, amounts to $30 a year.

[The Bulletin, San Francisco.]

HAIR-RAISING FACTS ABOUT SUGAR.

A person who went out to look up some statistics on sugar came back with his hair standing on end. Americans consume annually almost 4,000,000 long tons of sugar, or more than 75 pounds for every man, woman, and child. A rise of 1 cent per pound in the price of sugar is equivalent to a tax of $75,000,000. At prevailing prices the yearly sugar bill of a family of five—the "standard" size—would be almost $30. This, again, is the equivalent of more than two weeks' work at the average American wage. Clearly, the tariff on sugar is a pretty effective way of raising money for the sugar corporations.

Last year I bought sugar and got 16 or 17 pounds for a dollar. Before I left San Francisco last week I bought groceries, and I got 12 pounds for a dollar. In other words, the purchasing power of a dollar, so far as sugar is concerned, has been reduced about 33⅓ per cent. I had been paying about $2 a pair for shoes for my children. Just before I left, I bought new shoes, and they cost $2.25, or 25 cents more. I was advised by the shoe dealer that owing to the war the price of leather had gone up and the price of shoes had gone up also. I had a suit of clothes made, and I was told that the clothing that cost last year $1.37 a yard cost this year $2.30 a yard, because, principally, of the inability to get dyes, or the scarcity of dyes and some other article, due to the war. I was told by a man on the train, who represents the house of Adler & Co., wholesalers in New York, that a suit of clothes which he sold last year for $16 sells this year for $23 wholesale. I realize, of course, that these conditions are abnormal; but these people have to meet them now; and the fact that they are due to the war does not help them at all. They have to meet these conditions and live and exist under these conditions as they are now.

I have here an editorial from a paper in San Francisco, which may be of interest to the committee. I will read it. It is headed, "The Federal labor problem," and reads as follows:

[The Bulletin, Wednesday, Mar. 15, 1916.]

THE FEDERAL LABOR PROBLEM.

Three dollars a day is probably the least amount on which a family of three or more can be supported in bare decency in any American city. Families which have to get along on less than that are making sacrifices and suffering deprivations which hurt themselves and hurt the community. If it were possible or desirable to fix a universal minimum wage for adults the rate certainly ought not to be lower than this. The estimate is amply justified by the investigations of States, of the Federal Government, and of private organizations. Wherever the standard wage for large numbers of men runs below $3 a day unwholesome social condition exist.

These facts are, or should be, perfectly familiar to Members of Congress. Yet there is serious opposition to the bill introduced by Congressman Nolan fixing this modest amount as a minimum wage for Federal employees. The Federal Government, as represented in a majority of both Houses of Congress, maintains, under the civil-service system, wage conditions which are contrary to public interest. The United States Government is as canny a purchaser of labor as that Lucifer of corporations, the Steel Trust. Our national labor problem begins at home—in Washington, D. C.

I think that perhaps that is somewhat exaggerated, but I believe in substance it is correct.

I have here something along the same line. This is in connection with the investigation made in Chicago a year or so ago in regard to street car wages. The board of arbitration which determined the wages of the street car employees made this finding. I do not see just what I wanted, but this goes into considerable detail, and makes the statement that the minimum cost of living of street car employees in Chicago should be $1,209.88 per annum. On that basis their pay was increased a substantial amount by the city. I would like to have that considered by the committee, as germane to the raising of the salaries of the Government employees.

Mr. NOLAN. You say they were raised by the city? I want to get that clearly before the committee.

Mr. AINSWORTH. My understanding of the situation is that there was a discussion, or, perhaps, a strike in the city of Chicago by the street car men; and a board known as the board of arbitration was appointed and went into all the facts. It made the finding that I have spoken of. There appears to be considerable of a colloquy between the board and one of the witnesses, and Mr. Mahon, of Chicago. I am not sure from the article whether the increase was made by the city of Chicago operating street car lines, or by private companies operating street car lines, as a result of the finding of the board, but the point I want to make is that the employees' wages were increased because of that finding.

Mr. NOLAN. The point I want to bring out is this: I understand that the street railway companies in Chicago are owned by private individuals and corporations, and that the city, to some extent, enjoys a share of the proceeds, but that the holdings are entirely in private hands. Now, what I want to know is whether that arbitration board was selected mutually by the men and representatives of the companies or the city itself.

Mr. AINSWORTH. I am inclined to think that that is the fact. That statement does not appear specifically, but this statement does appear:

Under the award made by the board of arbitrators, the wages made for the future are as follows:

Then it goes on to say that for the first three months there was an increase of 3 cents per hour; for the next three months there was another increase of 2 cents per hour, and so on. I infer from the general tenor of the article that this board had authority which was either binding or acceptable to the street car companies and was composed in part of nominees from the Amalgamated Association of Street and Electric Railway Employes of America.

Mr. DENISON. I was going to make this suggestion: The street car lines are owned by private companies, but a certain percentage of the receipts is paid to the city. The arbitration grew out of the strike, and there were parties appointed by each side, but the mayor was appointed as the chief arbitrator—Mayor Thompson. This award was the result of that arbitration, and Mayor Thompson was the chief arbitrator. In that way the city took part in it.

Mr. NOLAN. He was agreed upon by all parties; is that it?

Mr. DENISON. Yes, sir; he was agreed upon by all parties.

Mr. NOLAN. I wanted to get that clear. I understood from the witness's statement that the city had fixed the wages. I wanted to find out whether they were fixed by the employees and the company and the city.

Mr. DENISON. Really, the mayor as the head of the city was the deciding element?

[American Federationist, October, 1915.]

ANOTHER TRADE UNION ACHIEVEMENT.

[By W. D. Mahon, President Amalgamated Association of Street and Electric Railway Employes of America.]

The following article is an account of another splendid achievement of the street and electric railway employees. No other organization has had more obstacles to overcome than these wage earners who before organized worked the greatest number of hours for the lowest wages and under the worst conditions and had to resist the most tyrannical domination of corporations and monopolies.

The Chicago victory is only one of the many achievements this organization has won to enable these workers to live better lives and to have greater opportunities. Any reader who wishes full information on any detail can obtain it by writing to President Mahon at Detroit, Mich.—Editor.

The recent award of the board of arbitration which determined the wages of the street railway employes of Chicago in their recent arbitration has come nearer making an award based upon the true facts and real issues in the case than any board of arbitration that has ever sat on street-car wages.

The writer has always contended that real arbitration was for the arbitrators to discard all questions of wages now prevailing and compromises of any kind and to take the evidence in the case, get at the real facts and conditions prevailing and then after having heard and analyzed all of the facts to make an award to say what the wage shall be, and in this recent arbitration the arbitrators have come nearer to following this line than has ever been done heretofore.

In setting up the contentions of the street railway men we did not set any demands of wage. We demanded an American living wage that will enable the men to live the life that American citizens should live in the conditions and environments surrounding them in the city of Chicago. In putting up our contentions for this standard rate of pay was submitted in evidence the following table showing what it costs to exist:

Housing expenses:	Per year.
Rent, $20 per month	$240.00
Hard coal, 6 tons, $8.50 per ton	51.00
Kindling wood	5.00
Gas for light and summer cooking, $2.50 per month	30.00

		Per year.
Clothing for man:		
One uniform suit per year	$18.00	
One extra pair of pants	6.00	
One citizen's suit	25.00	
Two uniform caps (summer and winter, $1.25 each)	2.50	
Gloves, per year	2.50	
One hat, per year	2.50	
Shirts, per year	6.00	
Socks, per year	3.00	
Collars and ties, per year	2.25	
Underwear, per year	6.00	
Two pairs of shoes, $3.50 each	7.00	
One pair of overshoes	2.00	
		$82.75
Clothing for wife:		
Clothes, per year	40.00	
Two pairs of shoes, $3 each	6.00	
One pair of rubbers	1.00	
		47.00
Clothing for three children:		
Clothes, $8 for each child	24.00	
Three pairs of shoes for each child, $1.50 per pair	13.50	
		37.50
Food for the family:		
Meats, 40 cents per day	146.00	
Bread, 15 cents per day	54.75	
Cake and pastry, 10 cents per day	36.50	
Milk, 10 cents per day	36.50	
Potatoes	16.00	
Sugar, 5 pounds per week, 8 cents per pound	20.80	
Flour, 24½ pounds per month, 85 cents	10.20	
Tea, 15 cents per week	7.80	
Coffee, 30 cents per week	15.60	
Breakfast foods and cereals, 25 cents per week	13.00	
Butter, 4 pounds per week, 32 cents per pound	66.56	
Lard, 1 pound per week, 16 cents per pound	8.32	
Eggs, 1½ dozen per week, 25 cents per dozen	19.50	
Cheese, one-half pound per week, 20 cents per month	5.20	
		456.73
Fruits:		
One barrel of apples	3.00	
Bananas, lemons, and oranges	10.00	
		13.00
Vegetables:		
Cabbages, 5 cents per week	2.60	
Onions, 5 cents per week	2.60	
Turnips and carrots, 5 cents per week	2.60	
Lettuce, radishes, etc., 15 cents per week	7.80	
		15.60
Fruits for preserving:		
Strawberries	1.50	
Raspberries	1.50	
Peaches	2.50	
Pears, plums, etc	3.00	
Sugar for preserving	4.00	
		12.50
Canned foods:		
Corn, 15 cents per week	7.80	
Tomatoes, 15 cents per week	7.80	
Peas, 15 cents per week	7.80	
		23.40
Sundries:		
Pepper	.40	
Salt	.50	
Mustard	.40	
Matches	.50	

	Per year.	
Sundries—Continued.		
Vinegar	$1.00	
Catsup	1.00	
Ginger, nutmegs, spices	1.50	
Pickles, 5 cents per week	2.60	
		$7.90
Furniture and household goods:		
Three brooms, 50 cents each	1.50	
Brushes	1.00	
Gas mantles and lamp glasses	1.00	
Stove and shoe polish	1.00	
Soaps, for family use	5.00	
Starch, blueing, etc	1.00	
Renewals on furniture, bedding, and kitchen utensils	55.00	
		65.50
Miscellaneous:		
Life Insurance	20.00	
Union dues	12.00	
Ice, 10 cents per day, 4 months	12.00	
Insurance on household goods	3.00	
Street car fare, 50 cents per week	26.00	
School supplies for three children, $2 each	6.00	
Repairing of shoes	2.50	
Donation to church	10.00	
Daily paper, 25 cents per month	3.00	
Doctor and medicine bills	20.00	
Theater attendance once a year	2.50	
Vacation and park amusements	5.00	
		122.00
Total cost per year		1,209.88

Now this table does not provide anything for any luxury of any kind. It was not set up that that was the wage that should be paid, but it was set up to show the cost of actual existence. There was no luxury figured into this table. There was nothing allowed for tobacco, for liquors, and no provision for funerals in cases of deaths, and no sinking fund to take care of the worker after he had reached the winter of life, but this table was figured to show what bare necessities cost in Chicago.

In testifying upon the proposition as to what a living wage should provide, I quote from the testimony given by the writer:

"Q. Mr. Mahon, I want to ask you as to whether or not resulting from your investigations, you have any opinions on this as to what a man's living ought to be who is engaged in daily toil of this character?—A. Why, I certainly have those views; a man could not put in the years of work that I have without having pronounced views upon that subject.

"Q. I should like to hear those views.—A. I have heard it argued since I have been in this arbitration that it is a very difficult thing to establish proper living conditions, because of men's different desires and wants, but that is not true. In my opinion, taking the family of five as the basis that is given by the Government, for the family of five a man should have a comfortable home of at least five rooms; one room for the female children and one for the male children, if there are such in the family of five; that there be a bedroom for the wife and husband; two living rooms; a bathroom with all of the reasonable modern conveniences of a home for the benefit of the family. There should be carpets and rugs on the floor; there should be pictures upon the wall; there should be music in the home. There is nothing more inspiring to a higher and better life, in my opinion, than music, and there should be music in the home. There should be books; Ingersoll said that a bookcase was an arsenal and that if we would establish more of them in the homes there would be less prisons, and I believe it. There should be wholesome food for the family; there should be a wage to enable the worker to keep his children at home and in school until they reach at least 18 years of ago, so that they could be properly educated and equipped for life. The family should be so surrounded that they could enjoy some of the amusements and entertainments of life; they should be enabled to go to a theater and get some of the ideas of a higher and better life. They should have respectable clothing,

then they could go out to these entertainments, to church and to school. In my opinion, one of the things that is doing more harm in the world to-day than anything else is the fact that there is not a wage sufficient to enable the parent to clothe and equip his children properly. Children are kept from the school to-day and from the church and Sunday school because of their clothes and conditions, and that, in my opinion, and from my observation, is doing more to demoralize and drive the children away on the downward road than anything else can do, and due to the fact that there is not a sufficient wage to enable the father to properly support and care for the children. Our juvenile courts and institutions in their reports all reflect that very strongly, that the children that come under their care and direction are the children of parents who have to neglect them; the mothers neglect them to become breadwinners, to help support the family, go out to work. They have to neglect the children and leave them to grow up at home alone, and the environment that they are placed under makes them ashamed to go to school and to church and other places. That is one of the things that is doing more to demoralize the society of the world to-day, in my opinion, than any other thing, and my opinion is that there should be a wage to overcome that and to place every workman in that position.

"I know it will be argued that all will not do that, but thousands to-day would be glad of the opportunity to do it, and would do it, and that is my notion of a living wage. I could never bring myself to believe that the only thing that a man was created for was to work, simply to toil in order to exist. I think he would be better off if he would die right quick than to have to continue under that condition merely to exist. As some of our Socialist friends put it, all he is here for is to propagate his species and then pass away.

"So my opinion, Mr. Le Bosky, on that matter of a living wage is one that would enable a man to live in that manner of life.

"Q. Now, should that manner of life be such as to enable a man to provide for his superannuation?—A. Oh, he should be enabled to provide for his children until they reach an age to send them out into life fully equipped to battle for life and to provide for himself in the winter of his life. As I said some time ago, he should have a wage sufficient. We create in business sinking funds to take care of everything that wears out, and we should have the same for men, the most important factor, at least, in the production of things should be provided for in old age. You do not even now dare, under certain circumstances, to kill animals; they must be provided for and looked after in their old age in places made to care for them, and it really seems to me that man ought at least to come into that class."

Based upon this position the arbitration was fought through until all evidence and contentions of both sides was submitted and left in the hands of the arbitrators.

The wage prevailing at the time the arbitration took place for motormen and conductors was as follows:

For the first three months, 23 cents per hour. For the second three months, 25 cents per hour. For the second six months of the first year, 26 cents per hour. For the first six months of the second year, 27 cents per hour. For the second six months of the second year, 28 cents per hour. For the third year, 29 cents per hour. For the fourth year, 30 cents per hour. For the fifth year, 31 cents per hour. After five years in the service, 32 cents per hour.

The various wages prevailing I am not able to announce, but will give the increases for all of them.

Under the award made by the Board of Arbitrators, the wages made for the future are as follows:

Beginning June 1, for the year of 1915, the wage for motormen and conductor—

For the first three months, 26 cents per hour.
For the second three months, 28 cents per hour.
For the second six months of the first year, 29 cents per hour.
For the second year in service, 31 cents per hour.
For the third year in service, 32 cents per hour.
For the fourth year in service, 33 cents per hour.
Thereafter, 35 cents per hour.

Motormen on sprinkler, cinder, supply, or other cars who received 28 cents an hour are brought up to 31 cents an hour, and the conductors on these same cars who received 20 cents an hour are brought up to 23 cents an hour, and all

men on snow plows, sweepers, and work of that kind are allowed 36 cents an hour.

For the year of 1916 all of these wages are again raised 1 cent an hour, starting the minimum at 27 cents and bringing the maximum to 36 cents after four years in the service, and the motormen on sprinkler, cinder, and supply cars are brought to 32 cents an hour.

The day foremen in the car-repair shops are increased $20 per month. The night foremen are increased $20 per month. The receivers who receive the moneys from the motormen and conductors at the different stations are increased $15 a month. Tunnel and bridgemen are increased $10 a month. Flag and crossing tenders are increased $10 per month and the watchmen are increased $5 a month. The car repairers, motor repairers, inspectors, dopers, and men of that kind are raised 20 cents a day for the first year, 10 cents a day the second year, and 20 cents a day the third year.

The car placers get an increase of 25 cents a day.

Car cleaners, janitors, terminal men, car washers, grade men, switchmen, switch tenders, switch cleaners, groommen, watchmen, and other men around stations get an increase of 20 cents a day for the first year and after one year in the service get an increase of 30 cents a day.

All the mechanics in the west side shops, not covered by contracts with other unions, receive 3 cents an hour increase, and for the men operating night cars there is established a new condition. They were operating night cars upon the same basis and for the same wages as the men operating the day and other cars. Night cars are cars running from 12 o'clock at night until the morning, and upon these cars there is established a straight eight hours or less per day. That is, a man goes on and does his night's work in straight eight hours or less time, and for this he receives $3 a night.

All runs on Sunday are to be straight time and not to exceed nine hours.

Men are allowed seven minutes additional time when finishing their day's work to make their reports, and the right of seniority is established in the shop and other departments the same as in train service.

This award applies to surface roads only. The elevated roads have yet to arbitrate their wages. It affects within our organization on the surface lines 10,800 men. The award carries with it an increased pay to this body of men something like nearly a million and one-half dollars in pay annually.

Mr. AINSWORTH. I would like to say at this time that I have here a report of the Bureau of Labor Statistics for the State of California for the years 1913–14.

Labor organizations: Showing rates of wages and hours of labor on January 1, 1914.

No.	Locality.	Trade and organization.	Occupation.	Sex.	Rates of wages.		Hours of labor.		No.
					Unit.	Rates.	On first 5 days.	Weekly.	
		(d) OTHER DISTINCT TRADES.							
		JANITORS, PORTERS, AND ELEVATOR MEN.							
478	San Francisco	Janitors' Protective Union, No. 10637	Janitors:						
			(a) Office buildings	Male	Month	$70.00	9	54–63	478
			(b) Public buildings	do	do	80.00	8	44	
			(c) Theaters	do	Week	17.50	8	56	
479	do	Elevator Conductors and Starters, No. 13105	Elevator conductors	do	Day	2.70	9	60	479
		MILKERS.							
480	do	Milkers' Protective Union, No. 8861	Milkers, can and bottle washers.	Male	Month	[1] 50.00	10	70	480
		MINERS.							
481	Bodie	Western Federation of Miners, No. 61	Miners	Male	Day	4.00	8	56	481
482	Grass Valley	Western Federation of Miners, No. 90	do	do	do	3.00	8	56	482
			Muckers	do	do	2.25	8	56	
			Car men	do	do	2.50	8	56	
483	Kennett	Western Federation of Miners, No. 174	Miners	do	do	3.00–3.25	8	56	483
			Muckers, laborers, etc	do	do	2.00–2.75	8	56	
			Machinists	do	do	3–25–4.50	8	56	
484	Randsburg	Western Federation of Miners, No. 44	Blacksmiths	do	do	4.00	8	56	484
			Hoist men	do	do	4.00	8	56	
			Millmen	do	do	3.50	8	56	
			Miners	do	do	3.50	8	56	
			Muckers	do	do	3.00	8	56	
485	Skidoo	Western Federation of Miners, No. 211	Miners	do	do	4.00	8	56	485
			Millmen	do	do	5.00	8	56	
486	Sutter Creek	Western Federation of Miners, No. 135	Blacksmiths	do	do	3.50	9	54	486
			Engineers	do	do	3.00	8	56	
			Millmen	do	do	2.75	8	48	
			Miners	do	do	2.75	8	48	
			Muckers	do	do	2.37½	8	48	
			Surface workers	do	do	2.25	9	54	

[1] And found.

Labor organizations: Showing rates of wages and hours of labor on January 1, 1914—Continued.

No.	Locality.	Trade and organization.	Occupation.	Sex.	Rates of wages.		Hours of labor.		No.
					Unit.	Rates.	On first 5 days.	Weekly.	
		SUGAR WORKERS.							
487	San Francisco	Sugar Workers' Union, No. 10519	Liquor men	Male	Hour	$0.27½			487
			Sugar boilers	do	Month	$85.00–110.00	8	48	
			Sugar workers	do	Hour	.25			
		TIMBER WORKERS.							
488	Eureka	International Union of Timber Workers, No. 23	Timber workers	Male	(1)				488
		UNDERTAKERS AND CEMETERY EMPLOYEES.							
489	San Francisco	Cemetery Employees, No. 10634	Cemetery employees	Male	Day	3.00	8	48	489
490	do	Undertaker's Union, No. 9049	Undertakers	do	Month	100.00	12	84	490
			Undertakers apprentices	do	do	50.00	12	84	
		(e) MIXED EMPLOYMENT.							
491	Bakersfield	United Laborers' Union, No. 14143	Bootblacks	Male	(2)	[3] 15.00	10	70	491
			Laborers	do	Day	2.00–3.00	8	48	
			Porters	do	Hour	.25–30	8	48	
492	Los Angeles	United Laborers' Union, No. 13149	Laborers	do	do	.25–27½	9–10	54–60	492
493	San Jose	United Laborers' Union, No. 14190	do	do	Day	2.50	8	48	493
494	Vallejo	Federal Labor Union, No. 11345	do	do	do	2.50	8	48	494

[1] No scale of hours or wages.

[2] Percentage.

[3] Average per week.

I find on page 240 a comparison relative to certain Government employees. This has reference to janitors and elevator operators. Under the conditions existing in San Francisco janitors in office buildings receive $70 a month; in public building, $80 a month; and in theaters, $17.50 a week. Elevator operators or conductors receive $2.70 a day. The hours are, respectively, 9, 8, 8, 9.

In the city of San Francisco no municipal employee receives less than $3 a day.

Mr. DENISON. Is that fixed by law?

Mr. AINSWORTH. By a city ordinance, I think. In this particular instance the Government employees receive $50, $55, and $60 for the same class of work. In this respect the Government employees are at considerable disadvantage because they have to live under the conditions set by the majority of the residents of the city, and the majority of the residents of the city receive substantially more pay than these men and women do.

In order to show the committee how the Government itself feels with regard to some of its employees I have here a statement showing what the Army ration is; in other words, the amount of food scientifically determined to be necessary to maintain or support a man in the Army. The ration is composed of 20 ounces of fresh beef; 18 ounces of flour; 0.08 ounce of baking powder; 2.4 ounces of beans; 20 ounces of potatoes; 1.28 ounces of prunes; 1.12 ounces of coffee, roasted and ground; 3.2 ounces of sugar; 0.5 ounce of milk, evaporated; 0.16 gill of vinegar; 0.64 ounce of salt; 0.04 ounce of black pepper; 0.014 ounce of cinnamon; 0.64 ounce of lard; 0.5 ounce of butter; 0.32 gill of syrup; 0.014 ounce of flavoring extract. This, according to a letter received this morning from the Quartermaster General, is a garrison ration, and is valued at 27 cents.

[BUL. 21.]

BULLETIN
No. 21.

WAR DEPARTMENT,
Washington, May 28, 1914.

I. The following Executive order is published to the Army for the information and guidance of all concerned:

EXECUTIVE ORDER.

In accordance with the provisions of section 40 of the act entitled "An act to increase the efficiency of the permanent Military Establishment of the United States," approved February 2, 1901, which authorizes the President to "prescribe the kinds and quantities of the component articles of the Army ration, and to direct the issue of substitutive equivalent articles in place of any such components whenever, in his opinion, economy and a due regard to the health and comfort of the troops may so require," the Executive order of January 11, 1911, as amended by Executive orders of January 21, 1913, and July 15, 1913, prescribing the Army rations is revoked, and the following is promulgated for the information and guidance of all concerned, to take effect June 1, 1914.

The kinds and quantities of the component articles of the Army ration and the substitutive equivalent articles which may be issued in place of such components shall be as follows:

1. *Garrison ration.*

Component articles and quantities.		Substitutive articles and quantities.	
Beef, fresh.....oz..	20	Mutton, fresh.....oz..	20
		Bacon[1].....oz..	12
		Canned meat, when impracticable to furnish fresh meat oz..	16
		Hash, corned beef, when impracticable to furnish fresh meat.....oz..	16
		Fish, dried.....oz..	14
		Fish, pickled.....oz..	18
		Fish, canned.....oz..	16
		Turkey, dressed, drawn, on Thanksgiving Day and Christmas, when practicable.....oz..	16
Flour.....oz..	18	Soft bread.....oz..	18
		Hard bread, to be ordered issued only when the interests of the Government so require.....oz..	16
		Corn meal.....oz..	20
Baking powder.....oz..	.08		
Beans.....oz..	2.4	Rice.....oz..	1.6
		Hominy.....oz..	1.6
		Potatoes, canned.....oz..	15
Potatoes[2].....oz..	20	Onions, in lieu of an equal quantity of potatoes, but not exceeding 20 per cent of total issue.	
		Tomatoes, canned, in lieu of an equal quantity of potatoes, but not exceeding 20 per cent of total issue.	
		Other fresh vegetables (not canned) when they can be obtained in the vicinity or transported in a wholesome condition from a distance, in lieu of an equal quantity of potatoes, but not exceeding 30 per cent of total issue.	
Prunes.....oz..	1.28	Apples dried or evaporated.....oz..	1.28
		Peaches, dried or evaporated.....oz..	1.28
		Jam, in lieu of an equal quantity of prunes, but not exceeding 50 per cent of total issue.	
Coffee, roasted and ground, oz.....	1.12	Coffee, roasted, not ground.....oz..	1.12
		Coffee, green.....oz..	1.4
		Tea, black or green.....oz..	.32
Sugar.....oz..	3.2		
Milk, evaporated, unsweetened.....oz..	.5		
Vinegar.....gill..	.16	Pickles, cucumber, in lieu of an equal quantity of vinegar, but not exceeding 50 per cent of total issue.	
Salt.....oz..	.64		
Pepper, black.....oz..	.04		
		Cloves.....oz..	.014
Cinnamon.....oz..	.014	Ginger.....oz..	.014
		Nutmeg.....oz..	.014
Lard.....oz..	.64	Lard substitute.....oz..	.64
Butter.....oz..	.5	Oleomargarine.....oz..	.5
Sirup.....gill..	.32		
Flavoring extract, lemon, oz.....	.014	Flavoring extract, vanilla.....oz..	.014

[1] In Alaska, 16 ounces of bacon, or, when desired, 16 ounces salt pork, or 22 ounces salt beef.
[2] In Alaska the allowance of fresh vegetables will be 24 ounces instead of 20 ounces, or canned potatoes, 18 ounces instead of 15 ounces.

NOTE.—Food for troops traveling on U. S. Army transports will be prepared from the articles of subsistence stores which compose the ration for troops in garrison, varied by the substitution of other articles of authorized subsistence stores, the total daily cost per man of the food consumed not to exceed 20 per cent more than the current cost of the garrison ration, except on Thanksgiving Day and Christmas, when 60 per cent increase over the same current cost is authorized.

2. *Travel ration (for troops traveling otherwise than by marching, and separated from cooking facilities).*

Component articles and quantities.		Substitutive articles and quantities.	
Soft bread.....oz..	18	Hard bread.....oz..	16
Beef, corned.....oz..	12	Hash, corned beef.....oz..	12
Beans, baked.....oz..	4		
Tomatoes, canned.....oz..	8		
Jam.....oz..	1.4		
Coffee, roasted and ground, oz.....	1.12		
Sugar.....oz..	2.4		
Milk, evaporated, unsweetened.....oz..	.5		

3. *Reserve ration.*

Component articles and quantities.		Substitutive articles and quantities.	
Bacon.....oz..	12	.....	.....
or canned meat.....oz..	16	.....	.....
Hard bread.....oz..	16	.....	.....
Coffee, roasted and ground, oz.....	1.12	.....	.....
Sugar.....oz..	2.4	.....	.....
Salt.....oz..	.16	.....	.....

4. *Field ration.*

The field ration is the ration prescribed in orders by the commander of the field forces. It consists of the reserve ration in whole or in part, supplemented by articles of food requisitioned or purchased locally, or shipped from the rear, provided such supplements or substitutes correspond generally with the component articles or substitutive equivalents of the garrison ration.

5. *Emergency ration.*

An emergency ration, prepared under the direction of the War Department, will be issued, in addition to the regular ration, as required for troops on active campaign or in the field for purposes of instruction, and will not be opened except by order of an officer or in extremity. Company and detachment commanders are responsible for the proper care and use of emergency rations carried on the person of the soldier.

6. *Savings.*

All articles of the garrison and travel ration due a company or other organization will be retained by the quartermaster and credit given to the organization for the money value of these articles at the current price of the articles; and the quartermaster will pay as savings to the organization commanders any excess in value of the stores so retained over those purchased by the organization. Such savings shall be used solely for the purchase of articles of food.

In time of peace the ration savings privilege, with the exception hereinafter noted, will be suspended for troops on the march. The ration to be issued to troops on the march in time of peace will be prescribed by the commander and will not exceed the allowances prescribed for the garrison ration. When so ordered by such commander the savings privilege on certain specified articles of the ration will be allowed.

Upon arrival of troops at mobilization or concentration camps the ration savings privilege will be suspended and entirely replaced by issue of rations in kind. This same restriction holds during the period of field operations.

WOODROW WILSON.

THE WHITE HOUSE, *13 May, 1914.*

[2163024 C—A. G. O.]

II. General Orders, No. 15, War Department, 1911; Paragraph II, Bulletin No. 5; and Bulletin No. 28, War Department, 1913, relative to executive orders pertaining to the Army ration, are rescinded.

[2163024 C—A. G. O.]

By order of the Secretary of War:

W. W. WOTHERSPOON,
Major General, Chief of Staff.

Official:
GEO. ANDREWS,
The Adjutant General.

WAR DEPARTMENT,
OFFICE OF THE QUARTERMASTER GENERAL OF THE ARMY,
Washington, March 29, 1916.

Hon. JOHN I. NOLAN,
Room 424, House Office Building.

MY DEAR MR. NOLAN: In compliance with your telephonic request of this date for information concerning the Army ration, I have the honor to inclose herewith copy of Bulletin No. 21, War Department, May 28, 1914, showing the components and quantities of the various rations authorized for the Army, and the articles and quantities which may be substituted for the component articles.

The ration is costing about 27 cents per man per day. The garrison ration, which is the principal ration, is generally issued in the following proportions:

	Per cent.		Per cent.
Beef, fresh	70	Sugar	100
Bacon, issue	30	Milk, evaporated, unsweetened	100
Flour, issue	100	Vinegar	50
Baking powder	100	Pickles, cucumber	50
Beans	50	Salt	100
Rice	50	Pepper, black	100
Potatoes, fresh	70	Cinnamon	100
Onions, fresh	20	Lard	50
Tomatoes, canned	10	Lard substitute	50
Prunes	30	Butter	50
Jam	50	Oleomargarine	50
Apples, evaporated	10	Sirup	100
Peaches, evaporated	10	Flavoring extract, lemon	100
Coffee, roasted and ground	100		

Trusting this is the information which you desire, but if not it will afford me pleasure to supply any further data you desire.

Very respectfully,

HENRY G. SHARPE,
Brigadier General, Q. M. Corps, Acting Quartermaster General.

The committee will understand, of course, that this figure of 27 cents was given by the Government, which purchases these foods under the most favorable conditions. The Government, of course, purchases large quantities and makes contracts for a year. As you doubtless know, the Government is in a position to receive far better prices than any individual buying small quantities at retail. If the Government takes the position that this food is necessary for the support of a soldier in the Army, it can not escape from the conclusion that the same food is necessary for an employee who is not in the Army; and if the man in the Army is entitled to that food, I do not see how it can be denied that the employee under civil service has the same right. If he has the same right, have his wife and his children any rights that the Government should consider?

I have another statement which is taken from a statement before the Naval Committee on Monday, January 24, 1916, pages 580, 581, and 582. The ration for the Navy is essentially the same as that which I have read for the Army, but in the Navy it costs a little more, because they have some loss at sea. The cost of the ration in the Navy is $0.3673 per man. I would like to have the committee, in its own way, make a computation of this ration for a family of five persons, at retail prices, to see where $50 a month would get a man. This statement also says that the cost of maintaining one man for a year is $565. Is not the man who performs the modest duties of elevator operator or conductor entitled to a living, and a comfortable living, just as much as the sailor or soldier? I do not speak in a way that should be construed as a discrimination against the Army or Navy. I have served in the Navy for a number of months. I contend that the Government is giving a great deal of attention

to certain branches of the service, possibly because of their conspicuous position and probably because they have been ably represented, but these people—the low-paid men and women—have been neglected, and they are entitled, in my judgment, to as much attention and just as much consideration from the Government as the sailors and soldiers.

UNITED STATES NAVY RATION.

Bread (fresh), 1¼ pounds; meat (fresh), 1¼ pounds; vegetables (fresh), 1¼ pounds; coffee, 2 ounces; milk (fresh), $\frac{1}{16}$ quart; fruit (fresh), $\frac{3}{16}$ pound; butter, 2 ounces; sugar, 4 ounces; lard, 7 pounds for every 100 pounds of flour; cheese, per week, 4 ounces; macaroni, per week, 4 ounces; mustard, per week, ½ ounce; pepper, per week, ½ ounce; pickles, per week, 4 ounces; salt, per week, 4 ounces; sirup, per week, ¼ pint; spices, per week, $\frac{1}{128}$ pound; tomatoes (canned), per week, ¼ pound; vinegar or oil, per week, ½ pint.

Cost of maintaining one man, $565 per annum.

Cost, $0.3673 per man. (No. 4 Committee on Naval Affairs, House of Representatives, Monday, Jan. 24, 1916, pp. 580, 581, 582.)

I want to ask the committee's attention for a moment to one particular group. That will be found specifically mentioned at pages 826, 827, and 828 of the estimates of appropriations for the fiscal year ending June 30, 1917. This is what is known as the custodian force, and as far as I have been able to ascertain, is composed of the most inadequately paid people in the Government service. There are about 4,000 of them. In this estimate for an appropriation you will find them designated in a number of classes. You will find janitor-fireman, janitor-watchman, janitor-laborer, watchman-laborer, watchman-fireman, and so on. There is a great number of distinctions, but there is no difference in their occupations. They all get about the same pay, and they all do about the same character of work. Their pay runs from $50 a month, I think, to $60, or $65. I think $60 is about the limit for those particular people, and those are the people who furnished me with the data as to their cost of living. Those are the people who are, especially at this time, deserving of all the consideration the committee can give them. Last year the Government got hard up and found out that these men would have to be laid off. An order was sent out by the Acting Secretary of the Treasury, under date of April 29, 1915, laying them off for eight days. Just think of that. These men were getting $50, $55, and $60 per month, and they were told by the Secretary of the Treasury that there was not enough money to pay them and that they would have to take eight days off without pay.

TREASURY DEPARTMENT,
OFFICE OF ASSISTANT SECRETARY,
Washington, April 29, 1915.

To custodian of public buildings and supervisory officials in charge of employes of the custodian force under the control of the Treasury Department.

SIRS: The department regrets to inform you that it is confronted with a deficiency in the appropriation "Operating force for public buildings" for the present fiscal year, and as a result it will be necessary to furlough every member of the custodian force to make up the difference. The department's estimate originally submitted to the Appropriations Committee of the House of Representatives was $2,700,000. The members of this committee, in their judgment, reduced this estimate to $2,600,000, and the last-named amount was reported in the sundry civil bill and passed by the House. The department then submitted to the Senate a communication recommending that the amount be increased to $2,800,000, presenting in complete detail the reasons for requesting

this amount. However, Congress in its wisdom finally appropriated $2,650,000. The appropriation as made was insufficient to meet for the year the pay rolls of the custodian forces as they existed on July 1, 1914, and made no provsion for the new buildings to be occuped durng the fiscal year ending June 30, 1915.

The laws of the Unted States make it a penal offense for any department of the Government to create a deficiency, or for any department or officer of the Government to accept voluntary services for the Government, or to employ personal services in excess of that authorized by law, except in cases of sudden emergency involving loss of life or the destruction of property.

Because of these conditions it will be necessary to furlough each and every member of the custodian force paid from the appropriation "Operating force for public buildings," during the months of May and June, 1915, for a total period of eight days without pay. During these months no leave whatever will be granted with pay. The eight days need not be taken continuously, but should be granted in days and half days and at such intervals as will insure the best possible upkeep of the building under the circumstances. It is desired that the building be kept in the best condition possible and that there be as little detriment to the public service as possible, but it is necessary that a sum equal to eight days' pay be deducted from the employees between May 1 and June 30. The furlough, therefore, is obligatory.

The appropriation made by Congress for the fiscal year 1916, is, in the opinion of the department, far less than the amount that will be actually necessary to defray the salaries of the operating force for the ensuing fiscal year. This condition, however, will be presented to Congress at its next session for such action as it may determine, and in case it fails to take any action toward increasing the amount of the appropriation for 1916 the department. in all probability, will be required to adopt the same measures during the latter part of the fiscal year 1916 as in the present instance and furlough all custodian employees for a time sufficient to equalize any deficiency that may be found to exist.

In order that the number of days of enforced furlough of the employees may be reduced to a minimum, the department will be obliged to abolish every unnecessary position, and to this end you are instructed to report any such position to this department, with your recommendation in respect thereto.

The condition of the appropriation is such that there can be no exceptions to this order.

There is nothing in the contents of this circular to be regarded as of a confidential manner, and each member of the custodian force is to be notified fully as to its contents.

Please acknowledge receipt of this circular.

Respectfully,

BYRON R. NEWTON,
Acting Secretary.

That order was put into effect, and there was considerable protest. Here is what Mr. Newton, Acting Secretary of the Treasury, said about it:

[Western Union telegram. Received at southeast corner of Pine and Montgomery Streets, San Francisco, Cal., May 8, 1915, 9 p. m.]

WASHINGTON, D. C., *May 8.*

JOHN A. O'CONNELL,
Secretary Labor Council, San Francisco, Cal.:

Deeply regret necessity for furloughing custodian employees, but failure of Congress to appropriate sufficient funds for pay roll compels department to take this action. Treasury Department has no discretion in the matter.

B. R. NEWTON.

At the particular time that these eight men were laid off out in San Francisco for eight days, they were installing at the customshouse, for the port of San Francisco, brass lamps that cost $1,000 apiece. They had money enough for that. Of course, I know that that money perhaps came from a different channel. I want to ask you to consider the condition of men who did not get enough to

support themselves and their families, when they walked into these magnificent buildings with brass doors that cost $8,000 and brass lamps that cost $1,000 apiece. At the time they were buying these brass doors and brass lamps these men did not receive enough pay to buy the necessities of life. These are facts, gentlemen, as anyone will find out who takes the trouble to inquire.

Gentlemen of the committee, India has some of the most magnificent buildings in the world. There is a structure there called the Taj Mahal, which is said to be one of the wonders of the world; and throughout India there are many other beautiful structures, but where on the face of the earth will you find so miserable a population—a population of such poor people as in India. So, these appropriations and these large sums of money spent for inanimate things when people of flesh and blood, who have to eat in order to take part in our daily life, are suffering, are no credit to the Nation.

Mr. NOLAN. Before you get away from that situation that you spoke of in the custodian service, I want to say that I think it should be brought out more clearly. The service that you speak of, the custodian service, is paid from a lump-sum appropriation, is it not?

Mr. AINSWORTH. I think that is the fact. I read a statement by Mr. Sherwood, before another committee, from which I gathered that was the fact. I had a talk with Mr. Sherwood last year and wrote Mr. Newton on this matter. Mr. Sherwood, a year ago, told me the Treasury Department was in favor of increasing the pay of these people, and I gathered from a hasty perusal of the statement he made the other day before another committee that he was still of the same mind. But, apparently, he is not in accord with his chief, because this estimate does not raise them 1 cent. In fact, it lowers some of them. So that, whatever the position of the Treasury Department may be, they do not ask for larger appropriations.

Mr. NOLAN. If these men are paid from a lump-sum appropriation, no matter what the desires of certain individuals may be, there is legislation that prohibits them from increasing salaries, and even prohibits the appropriations committee from providing money by which salaries might be raised. No matter what the sentiment might be behind a move to raise their salaries, under existing legislation they are absolutely prohibited from receiving a further advance in wages, unless it comes about through some special act.

Mr. AINSWORTH. I think I understand that situation. But, in those estimates they make no proposals for increasing the salaries. They are apparently contented. I am further informed that while that is a lump-sum appropriation, if, during the next fiscal year more new buildings are put in commission than they have estimated for, they will employ additional people for these new buildings, and then if the appropriations do not meet the requirements they will lay somebody off. I contend that if the new building is to be opened, it should not be opened at the expense of these lower-paid men. If they have failed to ask for money enough for these buildings, they should remain closed, rather than take money out of the pockets of these people who are least able to stand it.

Right there, I want to say another word in defense of the department, in this particular instance of the custodian service. Our Government is a Government of political parties. I think that funda-

mentally Congress must take the initiative in some of these measures, because if this particular department, having 4,000 men, should come to Congress and say, "We want to increase the pay of these men from $10 to $20 a month, there would be a cry of extravagance. Consequently, I can see very clearly that the head of a department or bureau is reluctant to take any steps recommending to Congress any pay which is going to subject him to that criticism. So, I say that the purpose of the bill is not to get the department to come to Congress and ask Congress for increases, but for Congress, of its own motion, to take the initiative rather than fall back upon the statement, as is sometimes done, that the department does not ask for these increases. In Mr. Newton's letter he says that Congress is to blame. Sometimes I have read in the Record that men on the floor of the House are opposed to increases because the department does not ask for them. Between the two, the man who is most concerned gets off nowhere.

I would like to state, for the purposes of the record, some facts about some of the different departments. I was able to obtain some information which, in a measure, shows some of a number of people who are getting less than $3 a day, and in some cases less than $50 a month.

For example, in the State Department, there are 76 employees in statutory positions, or in all positions, who get less than $3 a day, and that rate. One gets less than $50 a month. In the War Department there is a large number; I won't take time to read all of them, but I would like to read one or two.

Here is one department, under a lump-sum appropriation, where 1,164 employees get $600 a year, while 1,211 men get $45 a month.

Mr. DENISON. Are those men in Washington?

Mr. AINSWORTH. I think not. They are in different parts of the United States. These figures are for the entire departmental service.

Mr. DENISON. I wish you would incoporate them in your remarks.

Mr. AINSWORTH. I will be very glad to do so.

These figures were obtained from the departments for the purpose of ascertaining how many were employed at less than those figures, and they amount to a very substantial number. I find that in all the departments there are 105,053 employees who receive less than $3 a day.

Mr. DENISON. At this time?

Mr. AINSWORTH. About a year ago. There are that many out of a total of approximately 400,000.

Mr. NOLAN. Was that the official figure given by the heads of the different departments when the Nolan bill was before the Committee on Reform in the Civil Service?

Mr. AINSWORTH. Yes, sir; I think that these figures were an answer, from the heads of the departments, to the communications sent by your office asking them about those facts.

Mr. NOLAN. What I want to bring out is this: They were official figures of probably a year and a half ago. I do not suppose they have changed materially since then.

Mr. AINSWORTH. There may be a 5 per cent increase, or something of that kind. Now, of that 105,000 who get less than $3 a day, 25,305 get less than $50 a month; that is, about one-sixteenth of the entire Civil Service employees get less than $50 a month. There is a long

list of these figures, but the summaries are more convicing than the figures read in detail.

I think, Mr. Chairman and gentlemen, that that is about all I have to say at this time. I would like to have permission to submit to the secretary some of these figures for introduction into the record before the hearing is closed. I do want to say just one thing more.

Mr. NOLAN. There is no objection to that.

Mr. AINSWORTH. This is general, but I think it meets the situation correctly. Speaker Clark made a speech in the House the other day, which appears at page 5022 of the Record, where he says, quoting from Sir William Jones:

> We boast of our vast wealth and of our inexhaustible physical resources. I like to think about it myself. But these things do not make a mighty nation. Long, long ago Sir William Jones propounded a far-reaching and immortal question and answered it himself:
>
> What constitutes a state?
> Not high-raised battlement or labored mound,
> Thick wall or moated gate;
> Not cities proud with spires and turrets crowned,
> Not bays and broad-armed ports
> Where, laughing at the storm, rich navies ride;
> Not starred and spangled courts
> Where low-browed baseness wafts perfume to pride.
> No! Men—high-minded men—men who their duties know,
> But know their rights, and knowing, dare maintain—
> These constitute a state!
>
> [Loud applause.]
>
> I am happy in the belief that that sort of men constitute not only the House of Representatives but the vast bulk of American citizens.

Mr. Chairman and gentlemen of the committee, the employees of the Government are on a par with any other citizens of the country, and all they ask is an opportunity to serve the Government. Many of them are serving the Government in different walks at less compensation than they could get in private life. Many Members of Congress serve years and years to their own financial detriment. It is an honor to serve the Government, and I ask you, with all the earnestness at my command, and in as impressive a manner as possible, that you favorably support some measure with a view to giving these people that to which they are justly entitled.

Mr. DENISON. During the first part of your remarks, I understood you to say that the salaries or compensation of some of the Government employees was fixed something like 50 years ago. Can you tell us what class of employees that was?

Mr. AINSWORTH. I think I have some data on that. The original classification of the civil service was adopted under the act of 1883, and at that time the Civil Service Commission embodied in its enactments or in its regulations, under the law, the salaries which had then been in force for some time, or just prior to the Civil War. My reference to that is not as a direct quotation, because I can not put my hand at this time on the particular authorization. My reason for stating it is that in looking through the blue book at some of the salaries paid, I have found that those salaries have continued along about the same since that time. The last classification, under which we find most of the civil service employees from the grade of $720 to $1,800, took place in 1896, I think. Since that time we have had in the civil service no general reclassification. There have been increases in groups, under appropriation bills, in some particu-

lar instances, but there has been no general readjustment which contemplated taking into consideration changed conditions since 1896, or 20 years ago.

Mr. NOLAN. We have had a number of people employed at the Government Printing Office, in the Interior Department, and other departments in Washington who testified to the effect that their salaries had been fixed in 1854.

Mr. AINSWORTH. I may say in that connection that I know one man by the name of Perry who went into the post office in San Francisco in 1865—in October. He has served for 50 years—until October 1915. He told me the highest salary he ever got was $1,000. He apparently served faithfully, and was bright and active at that time. He took annual leave because he was afraid if he did not he might be dismissed.

Mr. NOLAN. He has been dismissed.

Mr. DENISON. The question I had in mind was this: Can you give the committee any idea as to the difference in salaries paid janitors and other employees in the public buildings in the city of San Francisco and those paid by private persons? Can you give us a comparison of that kind?

Mr. AINSWORTH. In this report of the Bureau of Labor statistics it is stated that office buildings pay the janitors $70 a month; the Government pays $50, $55, and, in some cases, $60. In public buildings they get $80 a month. As to theaters there can be no comparison, because of the character of the buildings. They pay $17.50 a week. The elevator conductors get $2.70 a day against $55 and $60 a month. I know one man in San Francisco who has been an elevator conductor for 11 years and he gets $55 a month.

Mr. DENISON. Working for the Government?

Mr. AINSWORTH. Yes, sir; and he has a wife and 3 children. Two blocks away from him the city hall now pays $90 a month for the same character of service for an eight-hour day.

Mr. DENISON. Has the city of San Francisco adopted this minimum wage by ordnance?

Mr. AINSWORTH. I think by ordinance; yes, sir.

Mr. NOLAN. By charter amendment. As I understand it, a clause is inserted in the contract, or in the charter provision, whereby the contractor on any kind of city work pays $3 a day for a day of 8 hours.

Mr. AINSWORTH. Here is a point I had in mind: The statement has been made that supply and demand should prevail, but nowhere in the United States does supply and demand prevail in private occupation, for the reason that organization has materially advanced the scale of wages in the United States, whether of the organized people themselves or of the other people. Of course, some of the unorganized crafts do not receive as much as the organized crafts do, but the point I make is that supply and demand does not prevail in this country. It prevails in India and China, because there is no organization. Where there is organization the tendency is not to have the supply and demand cover the price of labor, but to have some attention paid to what the individual who labors must have.

Mr. DENISON. I was going to ask you about that, because I consider that is a very interesting subject. If you do not mind telling

us, what is the extent of your observation as to wage conditions—as to the conditions of employees and their compensation?

Mr. AINSWORTH. Outside of the Government service?

Mr. DENISON. All together. Over what period of time have you been making a study of the subject?

Mr. AINSWORTH. I started as a sailor at the age of 15. I have been working for wages in one shape or another ever since.

Mr. DENISON. What is your present occupation, if you do not mind stating?

Mr. AINSWORTH. I am not in the Government at the present time. I am president of an organization of Federal employees. I am a specialist, and am practicing as an attorney before the departments. Up to one year ago, I was always working for wages.

Mr. DENISON. I want to ask these questions so that the committee may have the benefit of your judgment. This matter has appealed to me with considerable force. Is it your theory that in the settlement of questions that arise in the employment of labor by the Government, and the fixing of compensation for that labor, the welfare of the laborer who has a family should be taken into consideration as distinct from the mere question of supply and demand?

Mr. AINSWORTH. Absolutely so.

Mr. DENISON. The arguments made in favor of increasing the wages of these employees have been based largely upon the ground that at the present rate of compensation it is impossible for them to properly take care of their families and support themselves; is that right?

Mr. AINSWORTH. I would say more than properly. I would say economically.

Mr. DENISON. I notice that in your illustrations of your contention you have always used the man of family as a basis for your computation. I notice that you referred to five or six children, while others have referred to a man with a family of three children. Now, I ask you if you have reached a proper basis for the determination of this question; whether or not you think there should be a distinction made between a man of family and a man who has no family?

Mr. AINSWORTH. In answer to that question I will have to say that my answer to your first question did not fully cover the whole situation. It covered what I intended it should, but the situation is not covered by those two questions; that is, the law of supply and demand, and also what the individual should have—his personal and social welfare. There is another element that enters into the question regarding the single man, and that is the value of the function to the Government. As I said before, the elevator man, whether he is a single man or a married man, performs a function which is necessary, which is important, and which is of some value to the Government, more than the supply and demand value of labor. When the single man is concerned, I say that the value of the function that he performs is also a material part and a material element that should be considered in the general salary question.

Mr. DENISON. I think that is true. If it is proper to take into consideration at all this other side of the question, the cost of living

and the maintenance of a family, don't you think that there ought to be a distinction in the wages paid to a married man who is the head of a family and an unmarried man who is not the head of a family?

Mr. AINSWORTH. I think that that question can be answered in this way: I think that the married man in the employ of the Government should be exactly on a par with the married man in private life, and if the State thinks it is desirable to protect him and his family, it can do so. Personally, I think the time is coming when a bonus will be paid by the state to families where there are more than three children. We will say, possibly, $100 for each additional child up to the age of fifteen years. The history of France shows that the tendency of higher civilization is toward a decrease of the birth rate. The Government employee in that respect is theoretically on the same basis as the family unit in private life.

Perhaps it would make my position clearer to state that while these figures as to the cost of living have been presented for the information of the committee, it is not my desire to urge a difference in pay between the single man and the married man. I believe, as I before stated, from the viewpoint of the Government the value of the services performed is equally, if not more important, than the conditions under which the employee lives; at least, from an economical standpoint.

Mr. NOLAN. On that score, is not that a very complicated question for even the Government to consider——

Mr. AINSWORTH. I admit that——

Mr. NOLAN (continuing). Notwithstanding the justice that might be in it, but the far-reaching feeling of discontent that may be created among men with different sized families, as well as the man that has no family at all, within the scope of my knowledge of compensation I have never heard of a case in private employment where they attempted to fix a wage for a married man with a certain sized family and another married man with a smaller sized family, and differentiating between them and the single men. I do know that in the Government service and in private life where men of equal efficiency were employed and there came to be considered a reduction in the force, preference was given to the men of greater responsibilities; and that is about as far as I have ever known of differentiation between those classes of men being carried out.

Mr. AINSWORTH. It is not my understanding that the family question is so much an industrial question as it is a social-economical question of the Government.

Mr. DENISON. Have you any information that you can give the committee that would show the percentage of those one hundred and five thousand odd employees who are drawing less than——

Mr. AINSWORTH. Less than $3 a day?

Mr. DENISON. Less than $3 a day, are men of families, and what percentage of them are young men like myself, for instance, having no families or responsibilities?

Mr. AINSWORTH. I have no information on that subject.

Mr. DENISON. I wish to thank the committee for its attention.

STATEMENT OF MISS ZIP S. FALK, EXECUTIVE SECRETARY OF THE CONSUMERS' LEAGUE OF THE DISTRICT OF COLUMBIA, WASHINGTON, D. C.

The CHAIRMAN. Will you please give to the committee and to the reporter your name, and state whom you represent?

Miss FALK. My name is Miss Zip S. Falk, and I am executive secretary of the Consumers' League of the District of Columbia.

Mr. Chairman, as secretary of the Consumers' League I have been very much interested in the minimum-wage question. Of course, it is a little foreign to the immediate work of the Consumers' League to consider the minimum wage for Government employees, but, because we believe the Government should be the model and ideal employer of labor, it seems very appropriate for the Consumers' League to take, as it does, a very definite stand in this matter. We very definitely wish the Government to pay to every person who is working for it a living wage.

I have here [exhibiting a paper] just a few statistics of wages that are paid to those in Government employ; that is, in the service of the Government in Washington, the District of Columbia:

Percentage of employees in the executive civil service in the District of Columbia, by wages and marital condition, from figures given by Bulletin 94 of the United States Bureau of Census, 1907.

Wages.	Employees, all ages.		
	Aggregate.	Single.	Married.
	Per cent.	*Per cent.*	*Per cent.*
All grades and classes	100.0	100.0	100.0
Less than $720 annually	25.7	36.8	15.8
$720, but less than $840	8.8	7.4	9.8
$840, but less than $900	2.4	2.3	2.5
$900, but less than $1,000	6.0	8.3	4.1
$1,000, but less than $1,200	9.7	11.3	8.6
$1,200, but less than $1,400	17.9	15.9	19.5
$1,400, but less than $1,600	9.7	7.5	12.0
$1,600, but less than $1,800	5.4	3.0	7.4
$1,800, but less than $2,000	4.5	1.8	7.0
$2,000, but less than $2,500	3.3	1.2	5.3
$2,500 or over	2.4	.7	3.9
By piecework	4.1	3.8	3.9
Without pay	.0	.0	.0
Not reported	.1	.0	.1

Married and unmarried, 42.9 per cent of the employees are getting less than $1,000. Among all of the single people 54.8 per cent are getting less than that amount.

Mr. DENISON. Will you please state that again?

Miss FALK. 54.8 per cent among the single employees are getting less than $1,000, and 36.2 per cent of those who are married are getting less than that amount.

I have arbitrarily selected $1,000 as the amount to use, because this bill would make $1,080 the minimum wage.

Knowing as we do what the wages are, it is very easy to find out exactly the wages paid to every single individual employee of the Government. The thing that we are not absolutely sure of in the

District of Columbia or anywhere else in the United States is, just how far do those wages go. At present we have no accurate up-to-date figures on the present cost of living. We have many indications showing that the cost of living is high, and we had a number of exhaustive figures secured from tabulations some years ago. But since that time the cost of living has gone up, we believe.

So far as I know the most complete figures on the cost-of-living study, made by a private agency, are those made by Robert Coit Chapin 1909 as a study of the Russell Sage Foundation and published in a book called "The Standard of Living Among Working Families in New York City." According to that study, Mr. Chapin concludes that no family consisting of a man, his wife, and three minor children can live normally on less than $900 a year. That, you should bear in mind continuously, was six years ago, when the cost of living was much lower than we believe it to be now.

Taking the families whose incomes range between $800 and $900 (an average of $846.20), the income was expended in this way: For rent, $168.24; car fare, $15.86; fuel and light, $41.04; food, $357.26; clothing, $113.59; insurance, $17.62; health, $22.19; sundries, $74.08.

In that $900 normal standard, which Mr. Chapin takes as the normal, the average number of rooms occupied are 3¾ rooms per family of five, at a rent of $14 per month, in New York City, six years ago. The Charity Organization Society in New York is saying now that rents have gone up considerably. The food for them, he thinks, would be covered by $400 a year. Clothing, $130 to $140, although even with the $900 family the custom of getting clothes through gifts is prevalent in a large percentage of the cases. That, as he says, leaves a margin for the incidentals, which are necessary in every normal family's life.

I mentioned that the food was $400. The basis used for that food estimate was "Atwater's Study of Food Values," which have extended over a number of years and which has been published as a document by the Department of Agriculture.

According to Mr. Atwater's studies, he takes as a standard a man at average labor as a unit. A woman at average labor, for instance, a housewife, to which most of these women devote a part of their time, would require 0.8 as much food as this man with 1 as a unit; a boy of 14 would require 0.8; a girl of the same age, 0.7, and so on down until a child of 2 or 3 years would require 0.3 per cent of what the man needs.

In 1909, when these studies were made, it was estimated that the very smallest amount on which a man could support himself was 22 cents a day.

The witness who preceded me said that in the Army now 27 cents a day is required for every individual man. On the basis of food alone, taking a family of five—the man, the woman, and three minor children, rather young minor children who require less food than the older ones—the food item alone has increased in these six years about $70. That, of course, is only comparative, but I think we can very easily assume the fact that rent, clothing, insurance, and health, and all the rest of it have gone up in like proportion, so that now it seems that the $1,080 which this bill would require as a minimum wage is by no means an exaggerated amount for those necessities.

I wish that a bill that the Consumers' League was interested in last year, calling for a study of the cost of living in the District of Columbia, had passed, because then we would have had very definite figures to show the number of civil service employees in the District of Columbia (where 25 per cent were getting less than $720 a year) who are not getting enough to live on. As it is now, we can not make definite statements. We can not say that they are getting less than $720 and it should cost them a certain amount more than that to live. But every indication leads us to believe that some of them are not getting a living wage. If they are not getting enough to live on, as I believe we must admit, the deficit is made up in one of three ways: (1) either by direct appeal to charitable organizations mentioned by the witness who preceded me, in a number of individual cases; (2) by State or municipal subsidy or governmental subsidy in the form of medical clinics and that sort of free service; or (3) it is made up through the health and vitality of the Nation. And that is the way, I believe, a number of Government employees who are getting less than a living wage are now making up their deficit. They are becoming less efficient, because their wages do not stretch far enough to buy the necessities of life.

It seems to me that, in the long run, the Government, as the employer of labor, is very short sighted, because by this low wage, it is breeding a race of inefficients, and will, in the end itself be the loser by that means. For this reason the Consumers' League is very anxious that this bill, allowing a living wage for all Government employees, should be favorably reported and passed.

Mr. DENISON. What organization is the Consumers' League?

Miss FALK. The Consumers' League is a national organization in 20 States, having more than 100 branches. I am the executive secretary of the local branch of the Consumers' League, one of the hundred different branches, which is concerned with the improvement of the industrial conditions, chiefly for women and children. Does that answer your question?

Mr. DENISON. Yes; very well. I did not have the slightest idea of its scope.

Miss FALK. We as consumers feel that we have a responsibility for the way things that we buy or consume in other ways are made and sold.

Mr. DENISON. I want to get some further ideas, by a question or two, if you don't mind answering them: Your claim is based upon the statement, which I believe you made, that the Government should pay to all of its employees a living wage?

Miss FALK. I believe that that is indisputable.

Mr. DENISON. And I may say, here, that I personally agree with you. The question further suggested then is, in determining that question for the purpose of fixing the minimum wage, what unit do you select for the employee, a man who is married, or one who is not?

Miss FALK. I should say that even an unmarried man is potentially a married man, and the wage should be fixed that way.

Mr. DENISON. That is all right, theoretically. But in determining that question you do select a man of family, a man, woman, and three children, do you not?

Miss FALK. Yes.

Mr. DENISON. A family of three persons?

Miss FALK. Three children, the man, and his wife. That, you know, in all vital statistics, is considered a normal family.

Mr. DENISON. In fixing a wage, which you think will be a living wage, you fix it on the theory that the employee is the head of a family, with three children; is not that true?

Miss FALK. Yes, sir.

Mr. DENISON. Would not that be an unnecessary wage for the employee who is not a married man?

Miss FALK. May I answer that by asking another question?

Mr. DENISON. Answer it any way you wish to.

Miss FALK. Would you then give an unmarried man merely enough to support himself, which would be a living wage for a single man and announce to him that immediately he was married his wage would automatically be raised?

Mr. DENISON. Personally, I think that would be a good plan. What do you think of it?

Miss FALK. I think that rather absurd. Furthermore, I believe that a man should feel that he could be married, by saving up his wages in order to do that. I think if you were giving him just enough to support himself, without any saving for marriage, that the chances are it would discourage matrimony.

Mr. DENISON. Do not you think that if he knows that, on becoming the head of a family, it will increase his wages, it would tend to encourage marriage?

Miss FALK. I do not think it certainly would, in a number of cases; whether it would generally, I am not sure.

But again, you must realize that although there are numerous people in the Government service, they are living in the same community and under the same conditions and in general competition with the persons in private employment, where such a bonus is never granted, and that therefore consideration of such a suggestion seems rather far fetched.

Mr. DENISON. Is it your theory that exactly the same rules ought to prevail in determining this question that are now involved in this bill, fixing the minimum wage, that may not prevail in private relationship?

Miss FALK. No; not altogether.

Mr. DENISON. I am going on the theory that there is a difference. For instance, when a person goes into the Government service it is assumed that he goes into such employment to remain there during good behavior. He is under the civil-service regulations and the same muniments do not prevail that prevails in private employment. That is true, is it not?

Miss FALK. Yes.

Mr. DENISON. The questions that I have been asking are based upon that understanding of that distinction. It is a distinct class of employment, that of civil-service employees in this country. Do you happen to know the proportion of the employees of the Government who are receiving less than $1,000 a year? Do you know what percentage of them are married and what percentage are unmarried? Have you any ideas on that subject?

Miss FALK. No; I really have not. I know what percentage of single emplpoyees are getting less than $1,000—that is, 54.8 per cent, which I have given you.

The CHAIRMAN. That is, in the District of Columbia?

Miss FALK. Yes; in the District of Columbia, but in general throughout the country I do not know.

Mr. DENISON. I hope you will pardon these questions, but I am particularly interested in the subject. In fixing the minimum wage you do look into the condition of the employee's family as well as the question of supply and demand?

Miss FALK. Most certainly.

Mr. DENISON. Do you not recognize any distinction, then, between the head of a family and the man who is not the head of a family?

Miss FALK. Yes, sir; I do most certainly recognize the distinction, but I do not believe that, in that very personal relationship of marriage, the employer (which in this case is the Government) should have a very definite say. I believe that the unmarried man should be recognized as the potential head of a family and be given a wage in accordance with that.

Mr. DENISON. Whether he is married or not?

Miss. FALK. I think this minimum wage is not too high for them. If the minimum wage were an absurd amount I might change my opinion. But I do not consider that this is too high even for a single man. I do not mean that he would need that just to support himself in physical efficiency, but I do not think that is too high a wage for a single man.

Mr. DENISON. You think that the minimum wage, as fixed by this bill, is proper for a single man?

Miss FALK. I do.

Mr. DENISON. Do you not think it ought to be a little higher than that for a ma nwho has five or six children?

Miss FALK. The purpose of this bill, as I understand it, is not to fix a wage for every individual. It is merely to say there is this amount below which no one shall be paid.

Mr. DENISON. Then you think the departments, in fixing the wages of the employees, ought to take that into consideration in fixing the wages above the minimum?

Miss FALK. Yes.

The CHAIRMAN. Miss Falk, I believe that some attention is paid to that situation by the heads of departments. Where two men are equally efficient and one happens to be married, with a family, and the other unmarried the heads of the bureaus who give thought and attention to that will naturally give the married man, with the greatest responsibility, the promotion?

Miss FALK. I think that with a humane chief that is apt to be done.

The CHAIRMAN. That is the logical view to take of it.

Miss FALK. It seems so to me.

Mr. DENISON. Do you not think it ought to be done?

Miss FALK. Yes; I do; everything else being equal, I do think that.

The CHAIRMAN. The idea of fixing the compensation, a living wage, taking, first of all the unmarried man as a standard to fix that wage for, the very fact of his getting married early in his life will make it necessary for him, probably, to look forward to old age, and he ought to have a little bit more salary than just sufficient to keep himself and family; or to keep himself, if we take the indi-

vidual, who has to look forward to the time when his earning capacity naturally falls below the average. In looking forward to taking unto himself a wife, and eventually having a family, he would probably want to have a home for them. He would have to have a basis for that; a little competence set aside. He would have to have an opportunity to set aside each month something to make payments on that home, but eventually looking forward to some members of that family giving some help later on when the time arrived when it was most needed?

Taking all those matters into consideration, you do not believe that the minimum wage in this bill as an incentive to a single man to assume the responsibilities of a family is great, even if he happens to remain in single blessedness for any considerable time until he is satisfied. A man in taking unto himself a wife ought to see far enough ahead to keep the wolf from the door. Do you not believe that?

Miss FALK. Most certainly.

The CHAIRMAN. We all agree on the premises, and I am quite sure that my good friend, Mr. Denison, does, that some attention ought to be paid by the executive heads of the departments, or by the bureau chiefs, to giving greater consideration to the responsibilities of the man with a family dependent upon him, and I think the average man, the man with any humane instincts in him, ought always to be willing to concede that point, and not make a fight over it.

Miss FALK. I believe he would. As I said before, if this minimum wage were a very high one, if it were out of all consideration for a single man, I think then we might concede the gentleman's point that a difference should be made. But when it is only $90 a month, that is not a bit too much for a single man with responsibilities ahead of him, as the chairman has already stated, even though he may never marry. The minimum should, I think, be enough for a single man to save up for marriage and for the married man to support a family—which amount would be the same for both cases.

The CHAIRMAN. A great many of those employees would never see that $90 a month, on account of their being per diem employees. They would only be paid for the number of days they served a month. It would not, in all cases, be $90 a month or $1,080 a year. There are thousands of employees who are now employed per diem who would only get $3 per day for each day they labor. So that they would not all eventually go into a $90 or $1,080 salary.

Miss FALK. It is too bad they would not, isn't it?

The CHAIRMAN. Your idea is that this bill is only fair inasmuch as it affects those $3 a day men, and if any additional attention is to be paid to a man with responsibilities it should be given consideration in the future?

Miss FALK. Undoubtedly.

The CHAIRMAN. As I understand it, your organization, both local and national, has given a great deal of attention to the living conditions of the workers; also the conditions prevailing in the factories, in which they are employed, and so forth, and you base your appeals for legislation upon investigation?

Miss FALK. We do.

The CHAIRMAN. Has your local committee ever investigated the living conditions of the workers in the District of Columbia?

Miss FALK. The Bureau of Labor Statistics two years ago made a study of the wages, the hours and general conditions of the wage-earning women of the District of Columbia, and those statistics have been so full and so valuable that the Consumers League has used them as a basis for further appeal for the cost of living study, which we hope this session of Congress will pass. It is House Joint Resolution No. 91, as you probably know.

The CHAIRMAN. I just want to follow up with one other question, which I think is of consequence in considering this bill as it relates to the poorer-paid employees of the District of Columbia. Have you any knowledge, on account of your investigations, as to whether the wives of the lower-paid employees in the service of the District of Columbia, have to go out in private employment, or take in washing, or anything like that, to sustain the family?

Miss FALK. You said the employees of the District of Columbia?

The CHAIRMAN. Say the Government of the United States in the District?

Miss FALK. I know of one class of public servants in the District of Columbia whose wages are ordinarily so inadequate that they have to be supplemented oftentimes by their wives working and even more frequently by charitable organizations and societies. That is the so-called "white wings" who clean the streets. They get $1.50 a day for every day they work. It can very easily be ascertained how many rainy days there are when they can not work. And it has been estimated that the real wage of those men, after they take out the amount that is necessary for laundry and lost time, is 92 cents a day. That is, of course, by no means adequate to support a family, and the Associated Charities is oftentimes brought into the relation of helper to their families because the man can not support them without outside aid.

In some other cases the Associated Charities do not assist financially, because the woman or the children in the family are working, so that the 92 cents is supplemented in that fashion.

That is the only class of male employees whom I know to be so extremely exploited.

The CHAIRMAN. If you have anything further in the way of statistics which you desire to incorporate in your testimony, we would be glad to have them.

Mr. DENISON. If you have any statistics as to the white wings or other employees in the District who have to have help from charitable organizations, or whose wives are required to work outside in order to assist them, we would be glad if you would file them with the committee.

Availing myself of the permission of the committee to insert further statistics into the record, may I include these three tables from Robert Coit Chapin's "Standard of Living Among Working Families in New York City"?

Expenditures for given objects (averages and percentages by income).

[From Robert Cort Chapin's "Standard of Living Among Wage-Earning Families in New York," p. 70.]

Income group.	Average number of persons.	Income, average.	Average.	Expenditures.					
				Rent.		Car fare.		Fuel and light.	
				Amount.	Per cent.	Amount.	Per cent.	Amount.	Per cent.
$400 to $499	5.4	$452.38	$463.98	$124.50	26.8	$11.94	2.6	$25.97	5.6
$500 to $599	5.0	544.11	547.30	141.53	25.9	9.80	1.8	32.55	5.9
$600 to $699	4.9	650.17	650.57	153.59	23.6	11.31	1.7	37.71	5.8
$700 to $799	5.1	748.83	735.98	161.36	27.9	10.53	1.5	36.94	5.0
$800 to 899	5.2	846.26	811.88	168.24	20.7	15.86	2.0	41.04	5.0
$900 to $999	5.1	942.03	906.70	171.67	19.0	13.79	1.5	46.70	5.1

Income group.	Expenditures.								
	Food.		Clothing.		Insurance.		Health.		Sundries.	
	Amount.	Per cent.	Amount.	Per cent.	Amount.	Per cent.	Amount.	Per cent.	Amount.	Per cent.
$400 to $499	$189.30	40.8	$60.65	13.0	$5.57	1.2	$14.18	3.1	$31.87	6.9
$500 to $599	243.32	44.4	67.95	12.4	7.00	1.3	10.31	1.9	34.84	6.4
$600 to $699	290.10	44.6	83.48	12.9	13.05	2.0	13.78	2.1	47.55	7.3
$700 to $799	335.82	45.6	98.79	13.4	18.24	2.5	14.02	1.9	60.28	8.2
$800 to $899	359.26	44.3	113.59	14.0	17.62	2.2	22.19	2.7	74.08	9.1
$900 to $999	405.19	44.7	132.34	14.6	23.71	2.6	23.30	2.6	90.00	7.9

Fuel gathered free—Number of families reporting and percentage.

Income.	Number of families.	Number gathering fuel, free.	Percentage.
$400 to $599	25	11	44
$600 to $699	72	35	51
$700 to $799	79	28	35
$800 to $899	73	31	42
$900 to $999	63	15	24
$1,000 to $1,099	31	8	26
$1,100 and over	48	10	21

It is interesting to note that 43 per cent of all the families getting less than $900 gather their fuel free, whereas, only 24 per cent getting more than that amount gather it in that way. Should not the income of every family suffice for the purchase of fuel?

Clothing—Number of families reporting gifts.

Income.	Number of families.	Number reporting gifts.	Percentage reporting.
$400 to $599	25	7	28
$600 to $799	151	46	30
$800 to $899	73	19	26
$900 to $1,099	94	22	23
$1,100 and over	48	6	13

May I here call your attention to fact that 28 per cent of the families receiving less than $900 income report the receipt of gifts for at least a part of their clothing? Even those getting over $900 get clothing in that way—18 per cent reporting gifts.

In trying to estimate a fair standard of living Mr. Chapin used among other dietary requirements those of Atwater, who did much of his work for the United States Department of Agriculture. According to Mr. Atwater's scheme, taking a man at average work as the unit, following are the food requirements for a family:

Man	1
Woman	0.8
Child, 11 to 14 years	.7 to 0.8
Child, 7 to 10 years	.5 to .6
Child, 4 to 6 years	.4
Child under 3 years	.3

In order to keep one man in health and physical efficiency he must be supplied daily with 125 grammes of protein, 3,500 calories of heat energy. To supply this amount Atwater roughly estimated that it would require 1½ pounds of lean beef for the protein, 2½ pounds of bread for the heat-producing power. The bread would cost 10 cents in Washington to-day. Lean beef sells for from 15 to 25 cents per pound. Taking the least amount, 15 cents, 1½ pounds would cost 23 cents. Therefore, it seems that in Washington to-day it costs a man 33 cents a day for his food. According to this, food values have risen exactly 50 per cent since Mr. Chapin's study when he estimated 22 cents for daily food for a man. According to this, it would seem that a much greater amount would be necessary for a fair standard to-day than several years ago.

In answer to a question from a member of the committee, may I here insert part of the testimony of Mr. William McK. Clayton given in a hearing before the District of Columbia Committee February 10, 1916, on House joint resolution 91?

STATEMENT OF MR. WILLIAM M'K. CLAYTON, WASHINGTON, D. C.

Mr. CLAYTON. If I can give the committee any information, of course I will be glad to do so.

In regard to the matter of which Mrs. Ufford spoke, in regard to the street laborers in Washington, the white wings, there are quite a number of us who have been interested in the pay of those people. They work on Sunday, a good many of them, and they receive about $1.09 a day. Now, of course, to get that result you deduct from the amount of their pay, which is ostensibly $1.50 a day, the cost of buying uniforms and washing uniforms, keeping them clean; and then deduct the number of days they can not work, through the inclement weather, holidays, etc., so that what they have to live on, practically speaking, would be about $1.09 a day. Now, many of these men, of course, are married and have families, and they are supposed to live in sanitary houses, etc., and we simply put that question to you. How can they afford to do it on that wage?

Mr. CARY. I would like to ask Mr. Clayton a question. How long is it since they have received this average of $1.09 a day?

Mr. CLAYTON. It has been a great many years, possibly 20 years.

Mr. CARY. Last week I had a man figure it up for me, and he figured it 92 cents a day.

Mr. CLAYTON. Well, I am liberal in my estimate, because I did not propose to make a statement here that might be questioned as being too low. Now, I know I am over the line, and we felt so strongly on it that we succeeded in reaching President Wilson on the question, and he wrote a letter to the District Commissioners, calling their attention to what he called a "pitiful dole." We asked for an increase of 25 cents a day. Of course the Commissioners did estimate for it, but Congress did not see fit to grant it. They have estimated for it this year. We do not know what will happen to it, but I simply leave that one concrete fact with you gentlemen, that to-day, in the city of Washington, there are three or four hundred men working on the streets who average less than $1.09 a day.

Mr. TINKHAM. Who has authority—or rather who does fix that $1.09, or the price that is paid these men?

Mr. CLAYTON. It is fixed in this way, Mr. Tinkham. There is a statute here—I am referring to the $1.50 a day. That is not provided for by law, but the

appropriation for the street-cleaning department is an omnibus appropriation, so much money for the whole, for paving, for machinery, and labor, and ultimately the District Commissioners have the fixing of that.

Mr. TINKHAM. Then can you not go before the District Commissioners and have it adjusted?

Mr. CLAYTON. We have already done that, and they have asked Congress for an additional amount which, if Congress will allow, they can give these men.

Mr. TINKHAM. Now we are asked to make an investigation into the cost of living. I have been trying to, if I could, limit the investigation to the question of a minimum wage, which seems to be really the idea of most of the people here looking toward legislation. Now, what particular good would it do to have the facts in regard to the cost of living, so far as this would bear on the increase of these laborers' pay, when the Commissioners now have practical authority, and they say they are in favor of increasing it and doing what you want done?

Mr. CLAYTON. It might result in this, that we could show through this investigation that these men could not live and do not live the way we want them to live; and surely, then, you have reached that point that these men ought to get an increase.

Mr. TINKHAM. But the Commissioners, who are really the authority, say that they ought to have it?

Mr. CLAYTON. They would like to give it to them, but unfortunately Congress does not agre with the Commissioners.

STATEMENT OF MRS. MARY A. PARKER, 34 RHODE ISLAND AVENUE NE., WASHINGTON, D. C.

Mrs. PARKER. I did not come here with any idea of making any extended remarks. I had the impression that you were considering concrete cases, and I have had chiefly in mind the case of one sick employee and his family.

It seems to me, gentlemen, that the question of low wage is a very profound one, and goes beyond what we eat and wear. I think it is a spiritual and moral one for us all.

The CHAIRMAN. Would you just give us an idea if you are employed by the Government?

Mrs. PARKER. No; I am here to speak for an employee of the Government. He is here present. I want to say that he has been employed in the Government for 13 years, and was placed upon the rolls under the civil service as a fireman, but after the first two years he has never performed that service except, perhaps, a day now and then when the fireman was away. I doubt if he could pass an examination as an electrician, theoretically, but he is in practice an electrician. He is also in practice an engineer. He not only has done the work of an engineer and electrician, but he has kept what you might call the books, that is to say, all of the supplies that have been given out during the day and placed on the scratch book or cards he has transcribed to the permanent record, and for five or six years that has kept him 20 minutes and sometimes nearly a half hour after all the other employees were gone, and he has been doing that work for 13 years for $60 a month. This is Mr. Linger.

(Mr. Linger stood up.)

The CHAIRMAN. Do you wish to testify before the committee?

Mr. LINGER. Yes, sir; I can.

The CHAIRMAN. It is unfortunate, but the House is now considering a motion to recommit the immigration bill, and we will undoubtedly have two roll calls, one besides the one we are now voting on, and Mr. Denison and I will have to go over to the floor and this

subcommittee will be rather busy for a day or so on that other matter that is before the full committee; we are meeting to-night on it. Therefore, this subcommittee will recess until Monday morning, when we will be glad to begin right where we are breaking off now.

Mrs. PARKER. The reason I happen to be here at all is because this family are friends of mine, and it is almost tragical the way this family has to make $60 cover their expenses.

The CHAIRMAN. We want just that sort of information, and if you will be here Monday morning we will be glad to hear you.

Mr. LINGER. I will, if it is possible for me to get off.

The CHAIRMAN. We will be in session Monday afternoon also.

Mr. DENISON. If you can not come, you can let Mrs. Parker and your wife represent you.

(Thereupon, at 4.15 o'clock, p. m., the subcommittee stood adjourned to meet Monday, April 3, 1916, at 10 a. m.)

HOUSE OF REPRESENTATIVES,
SUBCOMMITTEE OF THE COMMITTEE ON LABOR,
Washington, D. C., Monday, April 3, 1916.

The committee this day met, Hon. John I. Nolan, presiding.

Mr. NOLAN. The committee will come to order.

Mr. Stewart, the bill now pending before the subcommittee is H. R. No. 11876, and its purpose is to fix the compensation of certain employees of the United States by providing a minimum wage.

Mr. STEWART. I remember the bill in a general way; it does not seem to include the employees of the District of Columbia.

Mr. NOLAN. It is intended to, and we intend to amend the bill so that there will not be any question about that. There are two sections to the bill: One provides for a minimum wage of $3 per day to the employees of the Government of the United States; and the second section provides for a horizontal advance.

Mr. STEWART. For all persons at the rate of more than $1,080 per year?

Mr. NOLAN. Yes. During the hearing on this bill, Mr. Stewart, a great deal of testimony has been offered showing the very small salaries paid by the Government of the United States to thousands of its laborers and to certain classes of clerks, the laborers being the skilled and unskilled people. A considerable amount of testimony has also been introduced by the workers to show how impossible it is to exist on the wages paid by the Government of the United States, which in many instances are below $50 a month. In a great many instances the wage is $50, $55, and $60. They have also introduced a great deal of testimony to show that the cost of living has gone ahead tremendously in late years, and that no provision has been made by the United States Government in the way of extra compensation to meet this increased cost of living. We would like to have you, if you can, give us some information in regard to the cost of living as it has advanced in recent years, considering it as a general proposition.

STATEMENT OF MR. ETHELBERT STEWART, CHIEF STATISTICIAN BUREAU OF LABOR STATISTICS, UNITED STATES DEPARTMENT OF LABOR.

Mr. STEWART. I have here the prices of certain foodstuffs in the city of Washington from 1890 down to and including 1915. This material is secured by the Bureau of Labor Statistics monthly. In 1890 we had three grocery stores in Washington reporting to us monthly; in 1915 we had seven. In 1890 the average price of round steak in the store reporting the lowest rate was 12.4 cents per pound; that was the average for the year. The highest store reported 13.3 cents per pound. In 1915 the lowest store was 22.3 cents a pound, as against 12.4 in 1890. The highest store in 1915 was 27.5, as against 13.3 in 1890.

I have intentionally selected those things that would necessarily be used by the men who get $60 a month as against those who get $200. For instance, I have selected round steak instead of sirloin. That is the cheapest cut that we carry in our price list. Pork chops were 10 cents in 1890 and 22.1 cents in 1915. They were 19.5 in the cheapest store. In other words, the price practically doubled. Now, in the salary grades of which you speak there has been no increase, if we take our own bureau as an example.

The man who comes in at $660 per annum is practically barred by the civil-service regulations from ever getting any more. He can not take an examination for the subclerical positions, and the jobs for which the pay is $660 per annum are held to-day by the same men who went into them years ago. One man at $660 has been there as long as I have. I have been in the bureau since 1887, a period of 29 years.

The other positions work this way: We take a man in at $1,000. While that is always the entrance salary for that particular job, yet that person can go up. In other words, while the salary for the job remains the same, the job is not always held by the same person. In these $660 per annum positions that can not be done. So when we say the price of pork chops has increased 100 per cent since one of these men took one of these positions it means that he has had absolutely no means to meet that increase unless he has other members of the family whom he can put to work to help augment the income.

To continue price quotations, wheat flour, one-eighth of a barrel, or approximately 24 pounds, cost 84 cents in 1890, while in 1900 it cost $1.14. Eggs have increased from 22 cents to 36.5 cents. That is the average price for the year, in Washington of course.

Butter has increased from 29.5 cents to 39.3, while sugar has increased from 5.5 to 6.3.

Mr. NOLAN. Those are the averages for the year?

Mr. STEWART. Yes, sir; those are the averages for the year. That is the average of the monthly statements from each store.

I would like to submit for your record, in case you want to examine the details more fully, this detailed table of cost, and also this shorter table, which gives the highest and lowest prices, by five-year periods, from 1890 to 1915.

Average retail prices of certain specified articles of food in Washington, D. C., in each year from 1890 to 1915, inclusive, by firms.

Year.	Round steak, per pound.	Pork chops, per pound.	Ham, smoked, per pound.	Lard, pure, per pound.	Flour, wheat, per one-eighth barrel bag.	Potatoes, Irish, per peck.	Eggs, per dozen.	Butter, creamery, per pound.	Sugar, granulated, per pound.
1890	$0.124	$0.100	[1] $0.138	$0.100	$1.000	$0.271	$0.240	$0.308	$0.055
	.125	.....	[1] .138	.100	.951	.254	.220	.295	.067
	.133	.....	[1] .134	.110	.843	.296	.232	.338	.074
1891	.138	.100	[1] .140	.100	1.009	.308	.246	.329	.051
	.125	.....	[1] .136	.100	.973	.300	.249	.304	.050
	.134	.....	[1] .150	.100	.968	.308	.267	.329	.057
1892	.120	.100	[1] .140	.102	.933	.279	.242	.350	.051
	.125	.....	[1] .136	.103	.958	.241	.238	.308	.049
	.117	.....	[1] .146	.107	.899	.258	.252	.350	.053
1893	.120	.100	[1] .153	.140	1.000	.296	.236	.346	.054
	.125	.....	[1] .156	.118	.916	.313	.225	.307	.055
	.116	.....	[1] .138	.143	.909	.300	.234	.342	.057
1894	.120	.100	[1] .145	.115	.808	.258	.218	.338	.051
	.125	.....	[1] .135	.100	.821	.300	.225	.302	.052
	.110	.....	[1] .133	.125	.933	.279	.233	.338	.050
1895	.120	.125	[1] .135	.100	.784	.263	.208	.313	.053
	.125	.....	[1] .130	.100	.755	.238	.208	.316	.048
	.116	.....	[1] .140	.120	.742	.283	.228	.317	.050
1896	.119	.125	[1] .133	.100	.870	.254	.205	.304	.053
	.125	.....	[1] .130	.100	.762	.219	.208	.298	.051
	.120	.....	[1] .142	.103	.801	.250	.195	.313	.055
1897	.112	.125	[1] .136	.100	.909	.258	.203	.294	.053
	.125	.....	[1] .134	.090	.867	.250	.207	.283	.050
	.120	.....	[1] .150	.094	.870	.246	.179	.303	.053
1898	.125	.125	[1] .133	.100	.941	.246	.205	.282	.057
	.125	.....	[1] .129	.085	.904	.275	.218	.273	.056
	.126	.....	[1] .139	.100	.916	.313	.199	.300	.058
1899	.143	.125	[1] .128	.100	.755	.250	.214	.313	.056
	.125	.....	[1] .135	.088	.808	.267	.236	.282	.056
	.147	.....	[1] .133	.100	.821	.279	.202	.321	.060
1900	.154	.125	[1] .146	.105	.760	.258	.228	.321	.057
	.125	.....	[1] .142	.099	.801	.279	.219	.288	.058
	.150	.....	[1] .145	.104	.826	.267	.215	.321	.063
1901	.150	.150	[1] .152	.122	.750	.267	.243	.313	.058
	.130	.....	[1] .153	.122	.767	.300	.235	.297	.058
	.150	.....	[1] .143	.123	.801	.308	.244	.321	.060
1902	.158	.150	[1] .151	.138	.750	.279	.274	.329	.050
	.150	.....	[1] .164	.137	.750	.283	.266	.318	.050
	.168	.....	[1] .143	.142	.796	.321	.259	.333	.055
1903	.153	.150	[1] .170	.138	.750	.246	.274	.317	.053
	.150	.....	[1] .180	.130	.767	.300	.252	.324	.054
	.150	.....	[1] .150	.145	.801	.325	.255	.325	.055
1904	.152	.144	[2] .200	.130	.892	.271	.288	.313	.053
	.150	.140	[1] .160	.124	.892	.333	.271	.321	.052
	.140	.143	[2] .200	.130	.904	.300	.276	.338	.055
1905	.153	.141	[2] .228	.122	.950	.250	.274	.323	.061
	.144	.141	[1] .158	.120	.956	.281	.263	.323	.059
	.152	.146	[2] .200	.126	.968	.269	.276	.333	.063
1906	.154	.157	[2] .250	.129	.896	.278	.286	.330	.054
	.150	.162	[1] .172	.126	.900	.300	.280	.336	.050
	.153	.164	[2] .225	.128	.903	.279	.287	.332	.053
1907	.155	.160	[2] .232	.130	.858	.250	.288	.363	.054
	.155	.163	[2] .250	.133	.850	.258	.257	.333	.057
	.153	.160	.....	.137	.883	.265	.277	.350	.055
	.....	.160	.....	.....	.....	.....	.....	.....	.....
1908	.170	.150	[2] .275	.138	.933	.250	.258	.347	.056
	.173	.168	[2] .250	.135	.900	.267	.270	.315	.058
	.172	.160	.....	.135	.900	.258	.....	.355	.058
	.....	.160	.....	.....	.....	.....	.....	.....	.....
1909	.180	.162	[2] .300	.160	.983	.275	.318	.373	.053
	.180	.187	[2] .258	.148	1.000	.267	.287	.330	.055
	.165	.200	.....	.147	.983	.292	.300	.370	.055
	.....	.180	.....	.....	.....	.....	.....	.....	.....
1910	.193	.185	[2] .300	.180	.950	.217	.328	.393	.055
	.180	.228	[2] .250	.173	1.000	.232	.310	.348	.057
	.193	.213	[1] .170	.187	1.000	.242	.292	.382	.057
	.166	.187	[1] .197	.150	.900	.242	.300	.375	.057
	.180	.182	[2] .250	.178	1.000	.250	.....	.375	.059
	.160	.197	[1] .180	.168	1.000	.292	.....	.385	.055
	.150	.220	.....	.....	.....	.250	.....	.313	.....
1911	.190	.169	[2] .300	.133	.929	.308	.268	.354	.061
	.180	.190	[2] .250	.125	.908	.350	.261	.346	.060
	.188	.168	[1] .156	.130	.933	.288	.275	.347	.060
	.163	.192	[1] .178	.132	.900	.383	.291	.350	.059
	.183	.165	[2] .240	.137	1.000	.307	.....	.344	.061
	.158	.173	[1] .175	.131	.988	.342	.....	.337	.061
	.164	.186	.....	.....	.....	.346	.....	.355	.....

[1] Whole. [2] Sliced.

Average retail prices of certain specified articles of food in Washington, D. C., in each year from 1890 to 1915, inclusive, by firms—Continued.

Year.	Round steak, per pound.	Pork chops, per pound.	Ham, smoked, per pound.	Lard, pure, per pound.	Flour, wheat, per one-eighth barrel bag.	Potatoes, Irish, per peck.	Eggs, per dozen.	Butter, creamery, per pound.	Sugar, granulated, per pound.
1912	$0.230	$0.190	[1] $0.300	$0.143	$0.942	$0.329	$0.312	$0.396	$0.060
	.208	.199	[1] .250	.138	.950	.313	.307	.377	.058
	.178	.205	[2] .165	.139	.913	.308	.303	.380	.058
	.218	.178	[2] .173	.134	.929	.342	.319	.387	.063
	.180	.197	[1] .249	.135	1.000	.342	.334	.381	.060
	.195	.210	[2] .200	.148	1.000	.342	.....	.390	.060
	.228	.203	[1] .300	.144	.....	.....	.....	.....	.....
1913	.258	.208	[1] .300	.152	.896	.246	.309	.417	.051
	.231	.210	[2] .264	.144	.950	.233	.308	.405	.051
	.213	.213	[2] .195	.148	.896	.259	.296	.391	.049
	.244	.227	[2] .201	.142	.815	.261	.318	.408	.052
	.212	.218	[1] .295	.148	1.000	.300	.293	.398	.050
	.222	.224	[2] .214	.155	.975	.280	.343	.404	.052
	.253	.228	[1] .313	.150	.900	.290	.297	.411	.051
	.234	.205	[1] .297	.148	.....	.288	.....	.....	.....
1914	.268	.216	[1] .300	.141	.950	.282	.333	.395	.056
	.254	.233	[1] .270	.139	.967	.275	.317	.383	.054
	.236	.233	[2] .191	.145	.933	.280	.338	.378	.055
	.258	.218	[2] .193	.140	.908	.282	.333	.383	.058
	.242	.227	[1] .301	.142	.958	.291	.319	.375	.057
	.237	.224	[2] .210	.149	1.033	.297	.354	.383	.056
	.273	.241	[1] .323	.150	.958	.320	.334	.385	.056
	.230	.218	[1] .300	.146	.....	.296	.....	.....	.....
1915	.253	.203	[1] .300	.131	1.075	.218	.315	.393	.063
	.247	.213	[1] .272	.128	1.125	.189	.308	.378	.060
	.227	.212	[2] .183	.129	1.050	.225	.321	.383	.060
	.247	.195	[2] .187	.128	1.088	.214	.317	.383	.063
	.240	.211	[1] .300	.135	1.092	.205	.291	.374	.060
	.223	.198	[2] .191	.124	1.144	.217	.364	.376	.062
	.275	.221	[1] .350	.138	.....	.263	.....	.....	.....

[1] Sliced. [2] Whole.

Highest and lowest average retail prices of certain specified articles of food, Washington, D. C., in 5-year intervals, from 1890 to 1915.

Year.	Round steak, per pound.	Pork, chops, per pound.	Ham, smoked, per pound.	Lard, pure, per pound.	Flour, wheat, for one-eighth barrel bag.	Potatoes, Irish, per peck.	Eggs, per dozen.	Butter, creamery, per pound.	Sugar, granulated, per pound.
1890	$0.124	$0.100	$0.134	$0.100	$0.843	$0.254	$0.220	$0.295	$0.055
	.133	.....	.138	.110	1.000	.296	.240	.338	.074
1895	.116	.125	.130	.100	.742	.238	.208	.313	.048
	.125	.....	.140	.120	.784	.283	.228	.317	.053
1900	.125	.125	.142	.099	.760	.258	.215	.288	.057
	.154	.....	.146	.105	.826	.279	.228	.321	.063
1905	.144	.141	.158	.120	.950	.250	.263	.323	.059
	.153	.146	.....	.126	.968	.281	.276	.333	.063
1910	.150	.182	.170	.150	.900	.217	.292	.313	.055
	.193	.228	.197	.187	1.000	.292	.328	.393	.059
1915	.223	.195	.183	.124	1.050	.189	.291	.374	.060
	.275	.221	.191	.138	1.144	.263	.364	.393	.063

Mr. NOLAN. That small table refers to commodities that are more likely to be used by the lower-paid employees in the District of Columbia?

Mr. STEWART. Yes, sir. For instance, instead of taking sirloin steak, I have taken round steak; instead of taking a fancy roast cut, we have taken the cheapest steak that we can buy; and we have taken pork chops, and so on. Vegetables, of course, are bought by everyone at practically the same price.

I believe that, so far as the cost of living is concerned, these are all the official figures that I can furnish you at this time. I know that rents are increasing very rapidly in the District of Columbia. For a number of years they were quite high and then there was a slump, but certainly at the present time they have recovered from that slump and are very much on the up grade.

Mr. NOLAN. Are they higher to-day than ever before in the District of Columbia?

Mr. STEWART. My impression is that they are, but there was a boom time here when they were very high. Most of my official connection with the bureau has been as a field man. My family was not in Washington, so that I am not the best authority on that subject; but my impression is that the rents are now very much in advance of the boom time that they had here several years ago.

Mr. LONDON. I think the committee would be greatly aided by having references to the original sources from which this data may be obtained and made a part of the record. We will be called upon on the floor of the House to sustain this data, and it will be desirable to have access to the original sources from which this data relating to the cost of living has been obtained.

Mr. STEWART. I will have to say this, Mr. Chairman, that the Bureau of Labor Statistics, in securing its information from firms, obtains that under pledge that it will be treated purely as confidential, so far as the source of information is concerned.

Mr. NOLAN. You mean so far as the names are concerned?

Mr. STEWART. Yes, sir.

Mr. NOLAN. That is understood.

Mr. STEWART. This information comes from three firms in 1890. That is all we had at that time. Those are all the firms we took at that time. The 1915 figures are from seven stores.

Mr. LONDON. Including the original three?

Mr. STEWART. I think they do include the original three.

Mr. LONDON. I am very much interested in tracing the cost of living and in getting the original sources, not only in connection with this particular bill, but along other lines. Can you help us in this matter? What sources would you look to for this information?

Mr. STEWART. The Bureau of Labor Statistics instructed its agents in selecting these firms to take neither the fancy store nor the cut-rate store—the store that cuts and slashes prices. You never know at what price they are going to sell a thing. They sell it at one price one day and another the next. The agents were instructed to take the substantial stores of medium grade, where the ordinary skilled working people trade.

Mr. NOLAN. I presume, Mr. Stewart, that the retail prices are fixed according to market prices?

Mr. STEWART. Yes, sir; presumably. In other words, we would not take a store that runs as a leader a thing like granulated sugar, for instance, and undertook to cut the price of sugar, because the next day they would not have the same price, and our figures would be entirely thrown out of plumb by these freak figures.

Mr. NOLAN. The figures you have given here relate to the District of Columbia exclusively?

Mr. STEWART. Yes, sir.

Mr. NOLAN. You have had a great deal of experience in collecting statistics on the cost of living throughout the country?

Mr. STEWART. Yes, sir.

Mr. NOLAN. How do the figures in Washington, regarding the rise in prices, compare with the country generally? Has the same percentage of increase been observed generally throughout the country?

Mr. STEWART. I would much prefer, if you will permit me, to submit as a part of my statement the exact figures on that. I can give you the increases, taking the country as a whole.

Mr. NOLAN. I wish you would do that.

Mr. STEWART. My impression is that Washington is going up rather faster than most of the cities, but there are probably some cities that are going up as fast as or faster than Washington, so far as the country as a whole is concerned, I would prefer to submit the exact figures.

Mr. NOLAN. I wish you would, and we will incorporate them in your testimony for the benefit of the committee and the House.

UNITED STATES DEPARTMENT OF LABOR,
BUREAU OF LABOR STATISTICS,
Washington, April 5, 1916.

Hon. JOHN I. NOLAN,
House of Representatives,
Washington, D. C.

DEAR MR. NOLAN: During my testimony before the House Committee on Labor on your bill to establish a minimum wage for Government employees and to increase the salaries of employees I submitted the retail price in Washington of a number of articles for a series of years. During that testimony you asked me for similar figures for the country as a whole. It is, of course, impossible to give you the same detail as was given for Washington in a reasonable space. I therefore constructed tables for the items covered in my testimony to show, for instance, the number of pounds of round steak that $1 would buy by the five general divisions of the United States and for the United States as a whole. On separate sheets I have shown the same facts for pork chops, smoked ham, lard, one-eighth barrel sacks of wheat flour, a dozen eggs, pounds of butter, pecks of Irish potatoes, and sugar by the pound.

I should say, in explanation, that the Bureau of Labor Statistics secures prices from 45 cities in 34 different States at the present time. While this will, perhaps, not hold good on each article back to 1890, yet a fairly representative number of cities were taken throughout the period. The 45 cities for which prices are being secured at this time have been grouped into five geographical divisions, as follows:

North Atlantic division: Boston, Mass.; Buffalo, N. Y.; Fall River, Mass.; Manchester, N. H.; Newark, N. J.; New Haven, Conn.; New York, N. Y.; Philadelphia, Pa.; Pittsburgh, Pa.; Providence, R. I.; Schenectady, N. Y.; Scranton, Pa.

South Atlantic division: Atlanta, Ga.; Baltimore, Md.; Charleston, S. C.; Charleston, W. Va.; Jacksonville, Fla.; Richmond, Va.; Washington, D. C.

North Central division: Chicago, Ill.; Cincinnati, Ohio; Cleveland, Ohio; Detroit, Mich.; Indianapolis, Ind.; Kansas City, Mo.; Milwaukee, Wis.; Minneapolis, Minn.; Omaha, Nebr.; St. Louis, Mo.; St. Paul, Minn.; Springfield, Ill.

South Central division: Birmingham, Ala.; Dallas, Tex.; El Paso, Tex.; Little Rock, Ark.; Louisville, Ky.; Memphis, Tenn.; New Orleans, La.

Western division: Butte, Mont.; Denver, Colo.; Los Angeles, Cal.; Portland, Oreg.; Salt Lake City, Utah; San Francisco, Cal.; Seattle, Wash.

Trusting that this will give your committee the information you requested, I am,

Very truly, yours,

ETHELBERT STEWART, *Chief Statistician.*

Quantities of various commodities that could be bought at retail for $1, 1890–1915.

ROUND STEAK (POUNDS).

Year.	North Atlantic.	South Atlantic.	North Central.	South Central.	Western.	United States.
1890	6.5	8.6	9.3	8.9	8.4	8.1
1891	6.5	8.5	9.3	8.8	8.4	8.1
1892	6.5	8.7	9.3	8.9	8.5	8.1
1893	6.5	8.7	9.1	8.7	9.0	8.1
1894	6.6	8.7	9.3	8.6	9.4	8.2
1895	6.5	8.5	9.2	8.7	8.9	8.1
1896	6.5	8.6	9.2	8.5	8.8	8.1
1897	6.5	8.6	9.1	8.5	8.6	8.0
1898	6.4	8.3	8.9	8.3	8.4	7.9
1899	6.3	8.0	8.8	8.1	8.1	7.8
1900	6.2	7.7	8.5	7.8	8.1	7.6
1901	5.9	7.5	8.1	7.7	7.8	7.2
1902	5.5	7.2	7.7	7.0	7.5	6.8
1903	5.8	7.5	7.9	7.7	7.7	7.1
1904	5.7	7.5	7.9	7.8	7.6	7.1
1905	5.8	7.5	7.9	7.6	7.7	7.1
1906	5.7	7.1	7.6	7.5	7.6	6.9
1907	5.4	6.9	7.3	7.4	7.5	6.7
1908	5.3	6.5	6.4	6.8	7.2	6.4
1909	5.3	6.2	6.6	6.4	6.9	6.2
1910	5.1	5.8	6.1	6.3	6.4	5.8
1911	5.1	5.8	6.1	6.2	6.1	5.8
1912	4.5	5.2	5.3	5.6	5.2	5.1
1913	4.0	4.8	4.7	5.0	5.0	4.5
1914	3.7	4.5	4.4	4.8	4.9	4.3
1915	3.7	4.7	4.6	4.8	4.9	4.4

PORK CHOPS (POUNDS).

1890	9.3	10.0	10.6	8.7	8.5	9.3
1891	9.1	9.6	10.5	8.7	8.5	9.2
1892	9.0	9.5	10.2	8.7	8.4	9.0
1893	8.3	8.9	9.7	8.2	8.7	8.5
1894	8.8	9.3	10.2	8.4	8.7	8.9
1895	9.2	9.2	10.3	8.5	8.4	9.1
1896	9.4	9.3	10.4	8.5	8.5	9.3
1897	9.4	9.6	10.3	8.5	8.5	9.3
1898	9.3	9.3	10.1	8.6	8.8	9.2
1899	9.1	9.1	9.8	8.3	8.2	8.9
1900	8.5	8.7	9.3	8.1	7.9	8.4
1901	7.7	7.9	8.5	7.4	7.7	7.7
1902	7.1	7.0	7.9	6.7	7.2	7.1
1903	7.1	7.2	8.1	6.9	7.4	7.1
1904	7.2	7.4	8.3	7.2	7.4	7.3
1905	7.1	7.2	8.1	7.2	7.0	7.2
1906	6.6	6.6	7.4	6.6	6.6	6.6
1907	6.3	6.4	7.2	6.5	6.2	6.4
1908	6.3	6.3	6.9	6.3	6.1	6.2
1909	5.8	5.6	6.3	5.7	5.7	5.7
1910	5.3	5.1	5.7	5.2	5.0	5.2
1911	5.6	5.6	6.1	5.3	5.0	5.6
1912	5.1	5.2	5.6	5.1	4.9	5.2
1913	4.6	4.7	5.1	4.8	4.5	4.7
1914	4.4	4.5	4.9	4.5	4.3	4.5
1915	4.8	4.9	5.3	4.8	4.6	4.9

SMOKED HAM (POUNDS).

1890	6.4	6.7	6.8	7.0	5.7	6.6
1891	6.5	6.6	6.7	6.8	5.6	6.5
1892	6.3	6.5	6.5	6.6	5.6	6.4
1893	5.7	6.3	6.0	6.5	5.2	6.0
1894	6.2	6.5	6.6	6.6	5.7	6.4
1895	6.5	6.6	6.8	6.8	6.1	6.6
1896	6.5	6.6	6.8	7.0	6.2	6.7
1897	6.5	6.6	6.8	6.8	6.2	6.6
1898	6.7	6.7	7.1	6.8	6.5	6.8
1899	6.4	6.6	6.8	6.7	6.1	6.5
1900	6.0	6.4	6.3	6.3	5.7	6.2
1901	5.7	6.1	6.0	6.1	5.6	5.9
1902	5.3	5.7	5.5	5.5	5.1	5.4

Quantities of various commodities that could be bought at retail for $1, 1890–1915—Continued.

SMOKED HAM (POUNDS)—Continued.

Year.	North Atlantic.	South Atlantic.	North Central.	South Central.	Western.	United States.
1903	5.2	5.6	5.5	5.3	5.1	5.3
1904	5.3	5.7	5.6	5.3	5.1	5.5
1905	5.4	5.7	5.6	5.3	5.1	5.5
1906	5.0	5.3	5.2	5.0	4.9	5.1
1907	4.9	5.0	5.2	4.8	4.6	5.0
1908	4.8	5.0	5.0	4.7	4.4	4.8
1909	4.7	4.6	4.7	4.3	4.2	4.6
1910	4.3	4.0	4.3	3.8	3.8	4.1
1911	4.3	4.3	4.4	3.8	3.8	4.2
1912	4.2	4.3	4.3	3.8	3.8	4.2
1913	3.8	4.0	3.8	3.5	3.5	3.8
1914	3.7	3.9	3.8	3.4	3.4	3.7
1915	3.9	4.1	3.9	3.6	3.5	3.9

LARD (POUNDS).

1890	10.4	11.8	10.9	11.0	9.1	10.8
1891	10.2	11.6	10.8	10.8	8.8	10.6
1892	9.7	11.2	10.5	10.4	8.4	10.2
1893	8.4	9.7	9.5	9.2	7.7	8.9
1894	9.4	10.9	10.2	10.1	8.3	9.9
1895	10.1	11.9	10.6	11.5	8.8	10.5
1896	11.1	12.2	11.4	12.3	9.9	11.4
1897	11.6	12.7	11.5	12.7	10.2	11.8
1898	11.0	12.0	11.1	12.2	9.7	11.2
1899	10.8	11.6	10.6	11.5	9.6	10.9
1900	9.9	10.6	10.1	10.9	9.1	10.1
1901	8.7	9.3	9.0	9.3	8.3	8.9
1902	7.6	8.2	8.0	8.0	7.5	7.9
1903	8.0	8.5	8.6	9.0	7.6	8.3
1904	8.6	9.5	9.4	9.5	7.8	9.0
1905	8.7	9.6	9.4	9.5	7.8	9.1
1906	7.9	8.6	8.5	8.8	7.3	8.3
1907	7.6	8.0	8.1	8.4	7.0	7.9
1908	7.6	7.9	8.0	8.2	7.0	7.9
1909	6.8	6.9	7.0	7.2	6.4	7.0
1910	5.8	6.1	6.0	6.3	5.7	6.1
1911	7.2	7.4	7.1	7.3	6.6	7.1
1912	6.9	7.0	6.7	6.8	6.2	6.8
1913	6.5	6.6	6.3	6.5	5.7	6.3
1914	6.5	6.6	6.5	6.5	5.9	6.4
1915	7.0	6.9	6.8	6.8	6.1	6.8

WHEAT FLOUR (½-BARREL SACKS).

1890	1.30	1.44	1.59	1.22	1.57	1.41
1891	1.28	1.42	1.54	1.22	1.47	1.37
1892	1.37	1.50	1.65	1.33	1.48	1.47
1893	1.49	1.55	1.83	1.47	1.76	1.61
1894	1.62	1.64	1.98	1.62	1.96	1.74
1895	1.62	1.65	1.93	1.60	2.02	1.73
1896	1.56	1.58	1.89	1.47	1.82	1.66
1897	1.39	1.49	1.65	1.29	1.55	1.48
1898	1.33	1.43	1.62	1.34	1.58	1.44
1899	1.52	1.55	1.85	1.47	1.87	1.63
1900	1.53	1.56	1.82	1.48	1.93	1.64
1901	1.54	1.55	1.80	1.45	1.94	1.63
1902	1.53	1.56	1.79	1.45	1.84	1.63
1903	1.43	1.49	1.70	1.42	1.61	1.52
1904	1.20	1.29	1.41	1.19	1.47	1.29
1905	1.19	1.27	1.44	1.20	1.44	1.29
1906	1.34	1.40	1.61	1.30	1.51	1.43
1907	1.22	1.32	1.46	1.22	1.37	1.31
1908	1.14	1.23	1.37	1.16	1.29	1.23
1909	1.08	1.14	1.24	1.05	1.19	1.15
1910	1.10	1.16	1.24	1.05	1.23	1.16
1911	1.15	1.23	1.32	1.13	1.37	1.23
1912	1.12	1.14	1.25	1.15	1.36	1.19
1913	1.22	1.16	1.34	1.15	1.37	1.25
1914	1.16	1.13	1.29	1.13	1.32	1.20
1915	.95	.95	1.05	.94	1.09	1.00

Quantities of various commodities that could be bought at retail for $1, 1890–1915—Continued.

EGGS (DOZEN).

Year.	North Atlantic.	South Atlantic.	North Central.	South Central.	Western.	United States.
1890	4.1	5.9	5.3	6.2	3.8	4.8
1891	3.9	5.6	5.0	5.8	3.7	4.5
1892	3.9	5.6	5.0	6.0	3.8	4.5
1893	3.8	5.6	4.9	6.0	3.9	4.5
1894	4.3	6.1	5.5	6.4	4.2	5.0
1895	4.1	6.0	5.3	6.1	4.2	4.9
1896	4.4	6.3	5.8	6.5	4.6	5.2
1897	4.5	6.4	6.0	6.5	4.4	5.3
1898	4.2	6.3	5.7	6.2	4.4	4.0
1899	4.0	6.0	5.4	6.0	4.2	4.8
1900	4.1	5.9	5.4	6.1	4.4	4.8
1901	3.9	5.6	5.1	5.5	4.2	4.6
1902	3.4	5.0	4.5	5.0	3.7	4.0
1903	3.3	4.7	4.3	4.6	3.5	3.9
1904	3.1	4.4	4.1	4.7	3.4	3.7
1905	3.1	4.3	4.1	4.6	3.3	3.7
1906	3.0	4.2	4.2	4.4	3.2	3.6
1907	3.0	4.2	4.1	4.2	3.0	3.5
1908	2.9	4.2	3.9	3.9	2.9	3.4
1909	2.7	3.8	3.6	3.6	2.8	3.2
1910	2.7	3.1	3.4	3.6	2.6	3.0
1911	2.7	3.3	3.8	3.7	2.7	3.1
1912	2.6	3.0	3.5	3.4	2.7	3.0
1913	2.6	3.1	3.5	3.2	2.7	3.0
1914	2.5	3.0	3.3	3.2	2.6	2.9
1915	2.6	3.2	3.4	3.3	2.8	3.0

BUTTER (POUNDS).

1890	3.7	3.8	4.4	3.7	3.4	3.9
1891	3.5	3.7	4.0	3.6	3.0	3.6
1892	3.4	3.6	4.0	3.6	3.1	3.6
1893	3.4	3.5	3.8	3.6	3.3	3.5
1894	3.7	3.7	4.1	3.7	3.4	3.8
1895	3.8	3.8	4.4	3.8	3.7	4.0
1896	4.0	3.9	4.7	3 9	3.8	4.2
1897	4.0	3.9	4.6	4.0	4.0	4.2
1898	3.9	3.9	4.5	4.0	3.7	4.1
1899	3.8	3.8	4.4	3.9	3.7	4.0
1900	3.6	3.8	4.1	4.0	3.7	3.8
1901	3.6	3.7	4.0	3.7	3.7	3.8
1902	3.3	3.5	3.8	3.4	3.4	3.5
1903	3.4	3.5	3.8	3.4	3.3	3.5
1904	3.4	3.5	3.8	3.4	3.4	3.6
1905	3.3	3.4	3.7	3.3	3.2	3.4
1906	3.1	3.3	3.5	3.2	3.1	3.3
1907	2.9	3.0	3.3	2.9	2.7	3.0
1908	3.0	3.0	3.2	2.9	2.7	3.0
1909	2.8	2.9	3.1	2.6	2.6	2.9
1910	2.7	2.8	2.9	2.8	2.5	2.7
1911	2.9	2.9	3.1	2.9	2.6	2.9
1912	2.6	2.6	2.8	2.6	2.5	2.6
1913	2.5	2.5	2.8	2.6	2.5	2.6
1914	2.6	2.7	2.9	2.7	2.7	2.7
1915	2.7	2.7	2.9	2.8	2.8	2.8

IRISH POTATOES (PECK).

1890	4.4	3.5	4.2	3.9	3.6	4.0
1891	4.2	3.3	3.7	3.5	4.0	3.8
1892	5.0	3.9	4.8	4.7	4.6	4.6
1893	4.3	3.3	3.9	3.7	4.1	3.9
1894	4.8	3.6	4.2	4.1	4.9	4.3
1895	5.3	3.9	4.9	4.5	5.2	4.8
1896	6.1	4.7	6.6	5.2	5.1	5.7
1897	5.0	3.9	5.3	4.3	5.1	4.7
1898	4.5	3.4	4.4	4.0	4.8	4.2
1899	5.0	3.7	5.1	4.2	3.6	4.6
1900	5.1	3.8	5.1	4.4	4.4	4.7
1901	4.2	3.2	3.7	3.6	3.8	3.8
1902	4.2	3.2	3.7	3.9	3.7	3.8
1903	4.2	3.4	3.8	3.7	4.1	3.8
1904	4.0	3.2	3.7	3.6	3.5	3.6

Quantities of various commodities that could be bought at retail for $1, 1890–1915—Continued.

IRISH POTATOES (PECK)—Continued

Year.	North Atlantic.	South Atlantic.	North Central.	South Central.	Western.	United States.
1905	4.5	3.5	4.0	3.8	4.0	4.0
1906	4.3	3.4	3.9	3.7	3.7	3.9
1907	4.2	3.2	3.8	3.4	3.3	3.7
1908	3.8	3.2	3.4	3.2	3.7	3.5
1909	3.8	3.2	3.4	3.3	3.2	3.5
1910	4.4	3.4	3.9	3.5	3.5	3.8
1911	3.6	2.6	2.9	2.7	2.7	3.0
1912	3.1	2.5	2.9	2.7	3.4	2.9
1913	3.9	3.2	4.1	3.4	4.8	3.9
1914	3.7	3.0	3.8	3.0	4.2	3.6
1915	4.5	3.9	5.1	3.6	4.1	4.4

GRANULATED SUGAR (POUNDS).

1890	14.9	14.9	14.9	13.5	12.5	14.5
1891	17.5	16.9	16.9	15.4	14.1	16.7
1892	18.9	17.5	18.2	16.4	15.4	17.9
1893	17.5	16.7	17.2	16.4	14.9	16.9
1894	19.2	17.9	18.5	16.9	15.9	18.2
1895	19.6	18.9	18.9	17.5	16.9	18.9
1896	18.2	18.5	17.9	16.9	16.9	17.9
1897	18.5	18.9	18.2	17.2	16.7	17.9
1898	17.2	17.5	17.2	16.9	15.4	16.9
1899	17.5	17.2	16.9	16.9	16.1	16.9
1900	16.7	16.4	16.7	16.7	15.9	16.4
1901	16.9	16.7	16.9	17.2	15.9	16.7
1902	18.5	17.9	18.2	17.9	18.9	17.9
1903	18.2	17.9	18.2	17.9	16.9	17.9
1904	17.5	17.5	16.9	16.4	15.2	16.9
1905	16.7	16.7	16.9	16.4	15.4	16.7
1906	17.9	17.9	18.2	17.2	16.1	17.5
1907	17.5	17.5	17.9	16.9	15.9	17.2
1908	17.5	17.2	17.5	16.7	15.4	16.9
1909	17.5	17.5	17.5	16.9	15.6	16.9
1910	16.9	17.2	16.9	16.7	15.2	16.7
1911	15.6	15.9	15.6	15.4	15.2	16.4
1912	16.1	15.9	16.1	15.9	14.9	15.9
1913	18.5	18.9	18.2	18.2	16.9	18.2
1914	17.5	17.2	16.9	16.9	15.9	16.9
1915	15.6	15.6	15.2	15.2	14.3	15.2

Mr. NOLAN. If you have any views as to the bill itself, as to the justice of the measure, we will be glad to have them. You have had a great deal of experience and have investigated industrial conditions as to hours of labor, the cost of living, and wages.

Mr. STEWART. I certainly think that the scale of wages of the Government employees from $1,080 up should be increased by the full limit of 20 per cent. If I may diverge a little from the purpose of the bill, I may say that I am rather inclined to think that 10 per cent of that should be held back in the Treasury as a basis for an old civil-service pension fund. In other words, give them the increase of 20 per cent, but pay only 10, letting 10 per cent revert to the Treasury as their contribution to this old-age pension fund. I want to say that my reason for that is not a philanthropic one. We can better afford to pay civil-service retirement pensions, and good, stiff ones, than we can afford to keep these old, worn-out clerks in the departments in Washington. We have men not only in our bureau but everywhere who were at one time getting $1,800 or $2,000. They were worth it; some of them were worth more than that. As the years go on they become worth very much less than that. We re-

duce their salaries to, say, $1,200 or $1,400 a year, and then we keep them on as pensioners indefinitely. The Bureau of Labor Statistics is in the same fix that all other bureaus of the same age are. The bureau is 30 years old now. We could pay these men and women now in the Government service a good, stiff pension, and with the difference between a good, stiff pension for them and what we are paying them now we could hire new clerks to do twice as much work as these men and women are doing. In other words, it is a money proposition, so far as I am concerned. I do not mean to say that I have not any human sympathy in the matter, but we will not discuss the humanitarian side of it. We will not discuss the outrage of having to wheel old men and old women in chairs into some of the departments because they can not be paid unless they are at their desks. They have to be carried to their desks in order to get this salary, a fair proportion of which should be paid as pensions so that they could stay at home in bed where they belong.

But, to dismiss the humanitarian side of the thing; as a matter of dollars and cents and as a matter of page for page in getting out reports in our bureau or any other of the older bureaus we can get out more pages for less money if you will let us pension the people who can not work and permit us to take the difference and hire people who can work.

Mr. NOLAN. Is the condition that prevails in your bureau abnormal?

Mr. STEWART. No, sir.

Mr. NOLAN. Is it a condition that prevails generally throughout the departments at Washington?

Mr. STEWART. Absolutely. It prevails to a less extent in the Bureau of Labor Statistics than in any other bureau in Washington that is 30 years old.

Mr. NOLAN. Then your experience prompts you to say to this committee that from a good business standpoint it would be well for the United States to consider seriously a civil service retirement bill?

Mr. STEWART. Yes, sir.

Mr. NOLAN. And from the standpoint of economy?

Mr. STEWART. Yes, sir.

Mr. NOLAN. It is really a proposition of reclassification on a common-sense basis?

Mr. STEWART. Yes, sir. We are asked for a report each year as to how many of our clerks are below a standard of efficiency. We make a report, but what are you going to do about it. In the old days a few farmers turned out their old horses to die. Most of the farmers would not do that, but would keep the horse and feed him until he did die. Now, no matter what you say about it, the departments are not going to turn out these people. They are not going to discharge them, say what you will. We can not reduce some of these men below $1,200 if at one time they were getting $1,800, and are now used up. We can reduce from $1,800 to $1,600, and down to $1,200, but then there is no place, under the law, to which they can be assigned. There is no amount stated in the law less than that which can be paid to them. When you bunch enough of those fellows in those positions you simply clog the work. If

we could get rid of these people—and I do not mean that in a heartless sense—and could retire them with a good, stiff pension, and put in new people, it would be a money-making scheme, just exactly as it is a money-making scheme to replace worn-out machinery with new machinery.

Mr. NOLAN. You have not touched upon the minimum-wage section, Mr. Stewart. Would you like to say anything in regard to the question of a minimum wage of $3 per day for those employees who now receive low salaries?

Mr. STEWART. I would not want to attempt to raise a family in the District of Columbia, or anywhere else, on less than that. I certainly do not want to ask a man to do what I would not dare to tackle myself. It is unfair to ask these men to work for $660 a year. That is the lowest salary we pay, but, of course, there are bureaus that pay less than that amount. As I said before, we can not increase the salaries of those men who receive $660 per annum. The only method that I know of by which they can be increased is the passage of a flat minimum-wage law, or some other act of Congress.

Mr. NOLAN. The fact of the matter is that a great many of these men are paid out of a lump-sum appropriation and the limitations of the executive departments regarding lump-sum appropriations prohibit them from raising salaries, in case they desire to do so.

Mr. STEWART. Not so much, Mr. Chairman, if they are paid out of a lump-sum appropriation as if their salaries are fixed in the bill on the statutory roll.

Mr. NOLAN. What I had reference to is this: You are prohibited, where there is a salary provided on the statutory roll, from raising a man's salary; and then, in any other department where the lump-sum appropriation applies, you can not raise them. In other words, you are blocked at every turn. The only way you can get relief is through legislation of this character.

Mr. STEWART. That is quite true. I think $3 a day is little enough for any man in the District of Columbia to work for.

Mr. NOLAN. What have you to say in that regard as to the whole service?

Mr. STEWART. So far as I know it would apply to anyone in the service. Of course this bill will affect more people in the District than anywhere else. That is why I brought down the figures of cost for Washington. It seemed to me that it affected more people here than elsewhere. Of course, the laborers in the navy yards and arsenals are intended to be covered by this, I suppose.

Mr. NOLAN. Yes. They have also been entirely overlooked by the Navy Department and the War Department, as has been testified to here by a man who has been 23 years in the Brooklyn Navy Yard.

Mr. STEWART. I think the Rock Island Arsenal, at Rock Island, Ill., when the eight-hour day went into effect was paying some of the men less than $1 a day. I think there have been some increases since, but nothing that would come anywhere near touching this minimum.

Mr. NOLAN. I want to say that the committee is very grateful to you for the time you have given it, because you have given us some information that we have been seeking ever since the hearing started. I am sure it will prove of value not alone to the subcommittee but

to the committee as a whole. We hope it will have some effect on the Members of the House.

Mr. STEWART. I thank you, Mr. Chairman. I am only too glad to be helpful in any way.

STATEMENT OF MR. EDWARD J. RYAN.

Mr. NOLAN. You may proceed, Mr. Ryan.

Mr. RYAN. Mr. Chairman, after looking over the bill H. R. 11876, I desire to state that the spirit behind it is commendable and meritorious. I shall not attempt to theorize upon what it is expected to provide, because I have had actual experience in the Government service, and at the present time I am connected with the Railway Mail Service. I came here at this time to say a word in support of this bill, particularly in the interest of the substitute railway postal clerks. I was a substitute railway mail postal clerk from May 6, 1908, until June 6, 1910, a period of 25 months. There still lingers in my memory a very vivid recollection of those days, because they were undoubtedly the hardest days of my life. I say that because I was a man of family, and the salary allowed to railway postal clerks, substitutes, in those days was $800 a year. They were paid at that rate only for the actual service that they performed. In order to qualify for regular appointment it is necessary that a substitute shall apply himself diligently to the study of distribution. He must always keep himself in readiness for a call for emergency service of any kind for each minute of the 24 hours in the day.

Sometimes, through the courtesy of officials, they are allowed to seek other occupations where they can do better in the way of securing a living wage than if they remain on the substitute list subject to call. In some sections of the country they have a great deal of summer service, and the substitutes get an opportunity to enjoy rather regular work during the few months of the summer. In the winter time, however, there is not so much call for the substitutes, especially after the Christmas rush. They then find it very difficult to get along, and under present conditions we have men who have been substituting for three and four years.

During the first winter that I was on the substitute list it was necessary for me, in order to get along at all, to ask my immediate supervising officials to permit me to go to work in a factory so that I could struggle along until the following summer, when I would have opportunity to get more regular work. After being put on the substitute list on the 6th of May, 1908, I made a few trips, and then started in about the 1st of July on a three months' summer assignment.

In computing the day's salary for the substitute postal clerks they divide $800 by 12, giving the month's allowance; if it is a month of 30 days they divide by 30, which makes $2.22; if it is a 31-day month they divide by 31, allowing about $2.15 a day. Substitute's salary is now $900, or approximately $2.50 per day. That goes on regularly when a substitute is filling what we call an assignment as acting clerk; that is, he is paid for each day in the month, including Sundays, and so on. I was fortunate enough at the end of my summer assignment, which ended the 30th of September, 1908, to

secure a temporary assignment as a weigher of mail, the quadrennial weighing of mails being in effect in our division at that time. This carried me to the 9th of December. I did a few day's work after that up until a day or two before Christmas. During the Christmas rush I got two days' more work. Immediately after the Christmas rush I went back into the factory to work, and stayed there until about the latter part of May. I made a few trips to New York and covered a vacation assignment of another clerk on one of the side lines. Then I was assigned to a position termed relief clerk on the Boston & Newport and the Boston, Walpole & Providence R. P. O's.

In order to let the committee know just the conditions under which these men work I will give an outline, briefly, of the nature of my work on that assignment. The first week I began work at Boston I had to get up at 4 o'clock in the morning and be to work at 5 o'clock. The train left at 6.15, reaching Newport at 9.20. I remained in Newport until 4.30, when I called at the office to get the registered mail. Then I would go to the depot. The train left, if I recollect correctly, at 4.50, and I got back to the South Station in Boston at about 10 minutes of 8. By the time I dispatched the mail from the car and delivered the registered mail and got home it was 9 o'clock in the evening. I did that for a week, starting at Boston and running every day, so that I was at home at night. The next week I would start at Newport, R. I., and in order to get down early enough to be on time Monday morning I had to deadhead to Newport on Sunday evening. For the second week I would start out of Newport and go to Boston, but would have to go back in the afternoon, so that every night I had to stay in Newport during that week. The third week I would start out of Boston and make a round trip and a half to Providence, so that every other night I was in Providence, R. I., concluding my week in Boston on Saturday night. The next day, Sunday, I had to go to Providence to be ready to come out of there on Monday morning. Then I made a round trip and a half every day out of Providence for that week, so that on Monday, Wednesday, and Friday nights I was home in Boston. In doing that each week I relieved a clerk, and the fifth week of that assignment I had off.

In those days we received no per diem allowance as we do now. I had to pay my own expenses, for my own meals away from home, and my lodging; but since then there has been passed by Congress a per diem allowance that was incorporated in the Post Office appropriation bill. Even this amounts to almost a negligible quantity on an assignment such as I mention, because it is necessary for the clerk to be away from his initial terminal 10 hours before he gets any allowance. No matter how long he may be away from home he is not allowed to exceed $1 per diem.

I state this at this time because I know there are a great number of substitute railway postal clerks in the country to-day who are going through the same experience that I went through, and I appear before this committee under instructions from our national convention and our national executive committee, which advised that we seek to obtain a definite salary for substitute railway postal clerks.

I might say, on this particular point, that we have had conferences with the Post Office Department officials and have submitted our opinions along this line. In justice to those officials I wish to say that they have always looked with considerable favor upon the propositions, as far as I was able to observe. Of course, there being no law which permits them to grant a definite salary, their hands are tied. The existing law states definitely for what the amounts appropriated shall be paid and no provision is made to pay substitutes a regular or minimum salary.

I can appreciate readily enough the great good that legislation of this kind will accomplish. It must be obvious to anyone who knows the conditions, and especially to anyone who has experienced those conditions, that it is nothing more or less than justice that the United States Government should give us consideration of this kind, through its representatives, and that some sort of law should be enacted which would provide the necessary relief.

It is because my heart goes out to these men that I consider it a pleasure to be here and to have an opportunity to submit these few brief statements. I can say that I believe firmly that no man who really knows the conditions under which these men work would hesitate for a single moment about favoring a proposition of this kind.

I believe, Mr. Chairman, that is all I have to say. I am very grateful for the opportunity to be here and to submit such information as I have had the pleasure of giving to the committee.

Mr. LONDON. What is the per diem allowance?

Mr. RYAN. The per diem allowance now is not to exceed $1 per diem. The employee is not entitled to any per diem unless he has been away from his initial point at least ten hours.

Mr. LONDON. What would you estimate the number of those employees to be, approximately?

Mr. RYAN. In our service they carry a margin of about 2,000. I would approximate it at 2,000 or 2,100. We have about 19,155 clerks, I believe, actually employed. The appropriation bill provides for 22,773. The emergencies and the needs of the service require a certain margin, so that at any time they need extra men they have them available on call, and those are the substitute railway postal clerks. I know from my own experience that there is only one thing in the world that keeps these men on the substitute list, and that is the little spark of hope that the day is coming when they will get a regular assignment. In other words, they feel that "Every cloud has a silver lining." They hope that some day they will get a regular assignment. They have been substituting for three or four years, and during that time they have held to that spark of hope. They had it when they started in and they have been holding onto it ever since, whether they have been working six months, a year or two years. They always think that pretty soon they will get a regular appointment. I am frank to say that if it were not for my family and some good friends I would not have been able to get through my period of substituting. After receiving a regular assignment, it took me two or three years before I could pay back the money I had to borrow to exist. That is the position a great many of these substitutes in the railway mail service are in to-day.

Mr. NOLAN. Have you any figures on the average earnings of these men in that section of the country?

Mr. RYAN. I think I have.

Mr. NOLAN. Will you submit them?

Mr. RYAN. I have some others, and I will submit them.

Mr. NOLAN. If you will, we will have them incorporated in the record with your testimony.

Mr. RYAN. I will do that, and I will see that they are put in. There are some figures that I will submit that come from the clerks in the thirteenth division, at Portland, Oreg., and in Washington. I have some other figures that I will give to the clerk, so that they can be included in the record. If there are any questions, I should be glad to answer them.

Mr. NOLAN. I think not. We are very glad to have had you come before the committee and give us the information which you have offered.

[Editorial in Railway Post Office for March.]

ONLY A SUBSTITUTE.

On December 20, 1915, a substitute railway mail clerk of the seventh division died. He had been a member of the R. M. A. from the time of his appointment 23 months before. He left a widow and two small sons. During the last three months of his service he worked only 38 days, which we are informed was a higher average than the months prior to that period. On this he made a brave effort to support his family. He failed and died; and to a large degree his death is the direct result of the pitiful conditions under which he had to work—conditions under which all substitute railway mail clerks must work.

This substitute on entering the service had over $1,000, which, with his salary, he thought would be sufficient to keep him until his regular appointment. He and his family practiced the most rigid economy, but the savings dwindled, and his salary from the Government was so small as to be almost useless. At the terminal of his run he made arrangements with friends for lodging at the rate of 25 cents per night, but as his friends learned of his financial condition, the price was reduced to 20 cents, then to 10 cents, and finally to nothing, telling him that he could pay after receiving his permanent appointment. This hurt his pride, robbed him of his self-respect; and after that he slept at the swing room of the Union Station of his terminal. He went without sufficient food to maintain the vitality of his body, although the clerks with whom he worked offered him food and money, but any man with an atom of self-respect knows what humiliation this must have been. These conditions of exposure and want brought on pneumonia, and death quickly resulted.

It requires no effort of the imagination to picture the condition of his family after two years of this; want and debt and nothing for the future. But the Woman's Auxiliary of Kansas City and the local branch of the association, to say nothing of the private subscriptions of clerks, did much to relieve the conditions of the family and to show that the true fraternal spirit lived in their hearts.

But what about the spirit of a great Government that forces such industrial conditions on its employees? What is the attitude of departmental officials who have knowledge of such conditions? For many years the Railway Mail Association has made an earnest effort to secure a recommendation of a regular salary for substitutes. In the name of common humanity and justice and decency, isn't it about time that this Government should pay this class of employees enough to live?

Data showing actual time in car when substitute makes one trip for regular clerk on certain runs in the Portland, Oreg., district, thirteenth division, Railway Mail Service.

POCATELLO & PORTLAND R. P. O.

Trains.	Commence work in car.	Arrive at terminal.	Total time (10 minutes added for unloading).	Pay allowed.	Average time per day.	Hours from start of work to return to depot at Portland.
			H. M.		H. M.	H. M.
4	5 p. m.	8.15 p. m.	27 25	3 days		
5	9.55 a. m.	7 a. m.	21 15			
			48 40	3 days	16 13	62 0
2-18	6.20 a. m.	11 a. m.	28 50			
5	9.55 a. m.	7 a. m.	21 15			
			50 05	3 days	16 42	72 40
6	10.10 p. m.	4.30 a. m.	30 30			
5	9.55 a. m.	7 a. m.	21 15			
			51 45	4 days	12 56	80 50
4	5 p. m.	8.15 p. m.	27 25			
17	7.35 p. m.	7 p. m.	23 35			
			51 0	4 days	12 45	74 0

PORTLAND & BEND R. P. O.

8-104	4.15 p. m.	8.30 a. m.	16 25			
103-3	6.40 p. m.	8 a. m.	13 30			
			29 55	2 days	14 57	39 45

PORTLAND & ASHLAND R. P. O.

11	1 p. m.	3.55 a. m.	15 05			
16	4.30 p. m.	7.20 a. m.	15 0			
			30 5	2 days	15 02	42 20
13	5.40 p. m.	11.35 a. m.	18 5			
12	1.50 a. m.	1.50 p. m.	12 10			
			30 15	2 days	15 7	43 10
15	9.45 p. m.	4.50 p. m.	19 15			
14	7.30 a. m.	10.15 p. m.	14 55			
			34 10	3 days	11 23	48 30
15	9.45 p. m.	4.50 p. m.	19 15			
16	4.30 p. m.	7.20 a. m.	15 0			
			34 15	3 days	11 24	57 35

SPOKANE, PASCO & PORTLAND R. P. O.

6-2	6.40 a. m.	9.45 p. m.	15 15			
1	7.20 a. m.	7.45 p. m.	12 35			
			27 50	2 days	13 55	37 05
4	5 p. m.	6.50 a. m.	14 0			
3	6.35 p. m.	8 a. m.	13 35			
			27 35	2 days	13 47	39 0

These hours include 10 minutes time at terminals after arrival of train, when mail must be dispatched from the car.

Average salary per month of California substitutes on the basis of substitutes available for duty.

Month.	Substitutes available for duty.	Total days.	Average salary per month.	Month.	Substitutes available for duty.	Total days.	Average salary per month.
January	109	1,195	$26.14	July	100	1,361	$34.20
February	106	978	22.64	August	100	1,457	35.25
March	106	1,125	26.32	September	100	1,217	30.45
April	105	790	18.66	October	98	784	19.28
May	102	623	14.97	November	97	728	18.42
June	102	1,009	24.16	December	98	1,140	29.38

This information is illustrative of the general conditions throughout the entire service.

(Submitted by E. J. Ryan.)

STATEMENT OF HARRY GOLDMAN, ADJUTANT GENERAL'S OFFICE, WAR DEPARTMENT.

Mr. GOLDMAN. Mr. Chairman and gentlemen, I am an assistant messenger in The Adjutant General's office. It has been such an uphill grind there with me that I thought, perhaps, by my coming down here and stating my case, I might put another rung in the ladder toward getting this bill through.

I would like to state in the beginning that it was necessary for me to go out to work when I was 12 years and 5 months old. I was working for a wholesale commission merchant in Baltimore, Md., and was doing fairly well. Then I enlisted in the Navy. I was given an honorable discharge from the Navy, as I made high marks in everything—as high as you can make. When I got out of the Navy with my honorable discharge I went back to this gentleman—I won't mention his name—and he called me a Navy bum and chased me away. I took my discharge and tried to get other positions on the strength of it, but everywhere I found it the same—that it was against me instead of being of any assistance. Then I put my discharge away and went out on my own hook and got a job on a wagon.

In the meantime, I took the examination for the civil service and was appointed and have ever since been—that was in the latter part of 1906—in the Government service. I am, as I said before, assistant messenger up in The Adjutant General's office. I never have had any trouble there, have always gotten along fine, and have an excellent record. Yet I can not see any hope for further advancement. I get $60 a month. There are other boys up there getting the same who have been there 25 years, some of them. There are 53 in our class—that is, at $60 a month. There is another class that gets $70 a month, but in order to get to that class you have to wait until one dies off or something happens so that a man can move up the line. As I said, there are 53 in my class, and there is one of the boys who has been there for 25 years. He is not No. 1 yet.

I do not want to bring any feeling to bear on this matter, but I thought I could tell you a little bit from my own experience that would help. I can tell you about what it costs me to live and my experience in that line. These are the figures up to Saturday, when I moved; but I have not the figures since then, because I do not know exactly what it will cost. Before that, however, I paid $18.50 rent, which included heat. My wife and two children and myself make up the family. My wife weighs 110 pounds, and we have a 10-pound baby. My wife is very delicate and has to nurse the baby. I will tell you the cheapest it cost us to keep our table. By the way, we live away out at Twenty-fourth and F Street, and I never use a car; I walked down from there this morning, which is a pretty stiff walk. We never ride. We watch all the sales and buy things as cheaply as we can, and yet the very lowest we can set our table for is $25 a month. We have to pay $1.50 a month for gas and $1.25 for milk; and I pay $2.50 for insurance. It is necessary for my wife to drink milk now, on account of nursing the baby. It is a case of skimp, skimp, skimp all the time.

I have heard some one say somewhere that a man ought to have two suits a year, or something to that effect. I have not had a suit in six years—a full suit. I buy a pair of pants sometimes,

and then I get a coat. But I have never had a full new suit out and out for fully six years.

I had a little money when I came out of the Navy, but it was soon gone, and I never have had any since. We never pay out anything for our washing. Every week I go home and jump into the washtub and wash, and help out that way. I have never spent a cent on tobacco or on intoxicating liquor.

I would like to say further that I have been trying to study and in that way get along better. One of my main reasons for coming to Washington was that I thought I would have an opportunity to go to school here and study. I have studied. I can not study any more, because Dr. Sullivan, on Seventh Street, has forbidden me to open a book. I can not read a paper, because it makes me nervous, and I go all to pieces. Dr. Sullivan informed me that this was due from overwork and overstudy. He said I was working and studying too hard. He urged me to go out in the country and live. It is pretty good to tell some people to go out to the country to live; but I do not know how we could go out into the country. The way we have to live, it is a case of self-denial, self-denial, and self-denial. We plan for something, and say we will do so and so next week, and when next week comes around we find we can not do it, and so go without it.

I will tell you of a little instance. I do not want to try to influence you, but I will tell you this instance. We have a little girl, who is now going on 7 years of age. All along until last Christmas she believed in Santa Claus, which is a very nice thing for children to believe in. She has been worying us for a long time to get her a tricycle, and from year to year we have thought that we would get it, but were never able to so. Last year she asked us to get one, but we were unable to do so; and the only thing we could do was to tell her that we could not do it. We were unable to get it on account of extra expense—doctors' bills, and so on. We simply could not do it. It was a case of telling her that there was no Santa Claus. So we explained to her that there was not any Santa Claus. Of course, I realize that has nothing to do with the bill; but I just wanted to show you how much self-denial there is when a man has to live and support a family on $60 a month.

I did not bring any statistics along with me, but just came down to tell you my story in my own way. I shall be glad to answer any questions that you gentlemen may care to ask me.

Another instance of the self-denial this occasions is shown in the fact that we have no powder for our baby. There is no baby living, or ought not to be, who is without powder. Our baby never has had any powder, and does not know what it looks like. My wife makes my shirts, and she makes all her own clothes. She makes the clothes for the baby, and for our little girl. Our little girl never has had any new clothes; all her clothes have been made over from stuff my wife has worn. My wife makes one hat out of another hat; I do not know how she does it, but she does it.

Our doctors' bills have been pretty high. The doctors are very kind and considerate. They do not make the charges very high, as they know what a messenger gets. However, with prescriptions, it is different; they cost from 65 cents up. You can not get an ordinary prescription filled for less than that, and some of them run higher.

It has been one up-hill business to live at all, and we never have been able to lay up a penny. And when I go to work I have to dress up with a white shirt and white collar. There is no order about it, but it is understood that we have to keep up a certain amount of appearance, just the same as does the $1,800 clerk.

I have seen old watchmen let out on account of old age. There was not a word against their records; it was just a matter of age. So, we can look into the future and see no hope. There is no way you can put a cent aside. I do not know what it is to save a cent. We have all we can do to keep out of debt. That is the best we can do. It takes a man who has to live under these conditions to appreciate what a blessing it will be to us if this bill is passed. No one else can appreciate it.

The women are all talking about it. It is a matter of hope, since this bill has come up. They are figuring on it. My wife is asking me continually, "Do you think, Harry, that the bill will go through?" I answer her that I do not know, but that I hope it will. She woke me up in the middle of the night about a week ago and reached over and shook me, saying, "Harry, I can't sleep." I said, "Go count sheep." She said, "I can not sleep for wondering whether the Nolan bill will go through." I said, "I hope it will go through, but we can not tell." We lay there talking for a little while, and then tried to go back to sleep, hoping for this little assistance. No one who has not been through it, been through what we have gone through, can appreciate it.

I have got myself worked up to such a stage that I am a perfect nervous wreck.

Dr. Sullivan tells me that I ought to have a pair of glasses. I went up to see what a pair of glasses for me would cost and found that the cost would be $6. I did not have the $6 and had to do without them. There are a good many things we need. I could not tell you right offhand how many—there are a thousand and one things that we need. I need a pair of pants right now. I have brushed and brushed the ones I have, and have made them do; but they are threadbare on the seat now. I can not begin to tell you the self-denial of men in Washington who are on an income of $2 a day.

I read in the Congressional Record the other day—we get a copy up at the office—where someone said that we have the most beautiful city in the world to live in. I admit that Washington is a very beautiful city. But it is not a very beautiful place for one who has not enough to live on. It is all right if you have the price to pay. Perhaps you gentlemen do not know it, but one-third of the buildings in this city do not have gas in them; and they have to burn lamps. Yet you can hardly rent a place to live in less than $25 to $50 a month. If you go down to these real estate offices to look for a house or apartment to live in and tell them you don't want to pay very much, they won't look at you. Unless you want to pay at least $25 a month you will not get any courtesy out of them. I moved away out at Twenty-fourth and F streets. There is a family downstairs there who are the only white neighbors we have. There are colored people all around us. I am not trying to pick on the colored people, but you gentlemen know how it is to have to live in a neighborhood like that. We have three rooms there—very poor ones. There is not a

thing in them, except the goods which I paid for myself. I pay $15 a month and consider it cheap. I just moved there Saturday. I do not know how I will get along there, but I hope I will. It will soon be summer, and we won't need any heat. This morning, as you know, it was mighty cold without heat. It was cold out there with the heat turned off. So I say this job of working for the Government on $60 a month is a business of self-denial and self-denial.

If it had not been for my wife and family I would have gone back into the Navy long ago. It is one of the hardest things in the world to do to get a job after you are discharged from the Navy. An honorable discharge does not do you any good at all. There is nothing in it at all unless you get a pension. There is no credit in it. People do not look upon it as being a matter of credit to have an honorable discharge from the Navy. Some people, however, seem to think that if you are discharged from the Army or the Navy it is a great help to you in getting on. That is not so. The only way it helps you is that it gives you 5 per cent on your grades in getting into the service. That is, where the man who has not been in the Navy has to make a grade of at least 70 per cent in order to pass, a man who has been in the Army or Navy can pass at 65. I have practically ruined my whole career by going into the Navy. I have studied and worked hard; I have studied days and nights, and worked days and studied nights, and yet it has not done me any good. There is nothing to it. Dr. Sullivan told my wife that in six months' time, if I read any more books or studied any more, I would either be in my grave or in the lunatic asylum. My wife comes and tells me that, and it makes me very cheerful.

If I stick to my job I suppose I can live if I can hold out. It is pretty hard work where I am. I am not complaining, but you gentlemen all know what the War Department is. I work in The Adjutant General's office. I am not complaining against my position. My work is hard and is very important. I am a mail-route messenger. There are 12 of us. We carry all the mail in The Adjutant General's office. We run on schedule time from the time we start out until we get back. We carry the mail between the different offices, and we are supposed to arrive at each particular office at a given time, on schedule. Do you know, there are five floors in that building, and the fifth floor is in two sections. We travel them all, the whole six floors, these six flights, eight times a day, besides all other places where we go, covering about 15 miles every day, and we cover them at a rapid gait. I go home from the day's work in the evening so tired that I can hardly eat my supper. I go to sleep as soon as my head hits the pillow, but I wake up in about two hours, and I am done. That is caused by my nervousness, which makes me sleepless. There are other men in the same work who are affected in this way or in some other way, some of them having trouble with their backs. I have no fault to find with the work up there. I have no complaint to make. I would much rather do that work than some other kinds. It is hard work. There are some people who think that a Government job only means being in a position where all you have to do is to dress good, look wise, and sit around. I have worked in the Navy, where we have to work hard. Week after week I have worked where I had to shovel 2,200 tons of coal. I did that on the battleship *Maine* for over three years. I have shoveled coal when the

sweat poured off me, when I didn't have anything on except a pair of pants. But I never got so tired doing that hard work as I do in this grind of following this mail route.

In doing this work we have to go on schedule, as I have said before. We have to hit a certain point at a certain time. We are expected to get there right on the dot, neither ahead of time nor behind time. We can not vary two minutes either way. We who carry mail have a very responsible work. The Adjutant General's office, I expect you all know, is the correspondence division of the whole War Department. The mail we carry is very important, and it is a great responsibility. The responsibility is greater than that of the letter carrier who carries ordinary mail. And we carry all that open, so that we could take it out and read it or do anything we saw fit with it. We go to work and distribute that mail and never complain. There are 12 of us. There are clerks there who mark up the time we hit their room and leave it, and if we are off two minutes either way they report it. We also have to make a report ourselves when we are off schedule.

I am not telling you this in the spirit of knocking my position. I would rather do that work than some other kinds of work. Some positions are mostly menial work; what I mean is that there is such work as cleaning and all that sort of work. I would rather do this sort of work than that. I am not complaining of the work at all. I just come up here in the hope of helping a little. I don't see anything for the future without some such assistance. We have no retirement, as you know. As it is, every time we get a doctor we go into debt. The doctors, however, are very lenient. You can pay them a dollar at a time, and they won't push you. But, gentlemen, when it comes to paying for prescriptions, it is a different thing. They have to be paid for in cash, and they are very expensive.

My wife tells me I am an old man, as I get tired working over the tub when I wash the clothes. I do not know whether you gentlemen have ever done anything of that kind or not, but I want to tell you that I would rather work with a hoe than to do that work. I do not think a man who is working and striving to make a living, to make ends meet, and who has to do that kind of work can have much hope for the future. Also, when a man has to do that kind of work and work hard at the office all day, like we messengers have to work, he can not do his best. The Government suffers as well as we do. If the Government would pay us enough so that we could have this work done, the Government would gain as well as we would. I think you ought to look at the matter from that standpoint. You can readily understand that if a man is not up to the mark in doing his work, the Government suffers. Isn't that so? If my health is not the best, so that I can not perform my work in the best manner, does not the Government suffer? If we had a living wage, if there was a little hope, so we could put $5 a month away, and we always knew we had $5 or $10 or $15 saved up, there might be a time come when we could buy a home. Then it would be worth while. As it is, we have to compete with men who make from $1,200 to $2,400 a year—the average is about $1,800 a year. We have to compete with all those men.

I know that some people think that a Government clerk's job is easy and the pay good. The people think that. When I go downtown I do not tell anybody that I work for the Government, because I know that if I did I would have to pay more for what I got. If a man says he works for the Government, people think he has any easy job with good pay. The messengers do not get good pay, and it is hard for them to get along at all. Most private firms pay more than we get. I know there are colored teamsters who get more than I do.

(Whereupon, at 11.50 o'clock a. m., an adjournment was taken until Wednesday, April 5, 1916, at 10.30 o'clock a. m.)

SUBCOMMITTEE OF THE COMMITTEE ON LABOR,
HOUSE OF REPRESENTATIVES,
Wednesday, April 5, 1916.

The subcommittee this day met, Hon. John J. Nolan (chairman) presiding.

Mr. NOLAN. I have here a petition signed by a large number of employees of the Government at Baltimore in which they state:

We, the undersigned employees of the Government, salaries of whom will be affected by the passage of the Nolan minimum-wage bill now pending in the House, respectfully ask your consideration, and appeal to you for your support of this measure.

Mr. J. William Sheffer, Baltimore, Md., will represent us in this matter, and any courtesies extended to him will be much appreciated by us.

This petition is addressed to the chairman of the Committee on Labor.

(The petition referred to is as follows:)

BALTIMORE, MD., *March 30, 1916.*

Hon. DAVID J. LEWIS, M. C.,
House Labor Committee, Washington, D. C.

SIR: We, the undersigned employees of the Government, salaries of whom will be affected by the passage of the Nolan minimum-wage bill now pending in the House, respectfully ask your consideration, and appeal to you for your support of this measure.

Mr. J. Wm. Sheffer, Baltimore, Md., will represent us in this matter, and any courtesies extended to him will be much appreciated by us.

Respectfully,

S. Maynard, E. P. Baldwin, Robert Kellough, C. E. Griffin, Albert Foard, Thomas H. Harris, James R. Biscoe, Thomas W. Wilson, William O. Wilson, Wilbert J. Henry, Cornelius Burton, William H. Hall, Thomas C. Wheatley, Nicholas Krepp, Thomas H. Doar, Joseph S. Bator, William H. Dorkins, Frederick W. Winslow, A. A. Stewart, John D. Robertson, Chas. N. Emich, Henry L. Vogel, George Hermann, Richard D. Downs, John R. Waldman, jr., Charles P. Schlag, Albert H. Ross, Matthew Thompson, Thomas Tinsley, Frederick Himler, Robert E. Richardson, Charles Feuchter, Wm. Adams, James Bagnell, Michael Mahar, Winfield R. Burns, Wm. E. Collier, Paul E. Birkmeyer, Louis Schmidt, Octavius Dix, J. O. Bowen, James H. Durken, James W. Kocher, Philip M. Hayden, John P. Forrester, John D. Bowers, Jos. Dulaney, George Batson, John C. Parker, Frederick S. Myerly, John J. Gray, W. T. Hadaway, John Weber, John P. Limpert, George W. Dietz, Walter M. Bottiger, Joseph Bily, jr., Harry H. Mobley, William H. Voyce, Wm. L. Rebbel, G. Isaac, Wm. Ballerstedt, J. F. Reily, J. B. Myers, jr., Wm. Dykman, R. W. Mahony, Fred C. Ruffhead, John Murdock, J. E. Malcolm,

Albert Bucklin, Andrew L. Gagel, Jos. E. McGuirk, J. T. Biggs, Wm. T. Hutchins, John W. Reynolds, Wm. R. Hodges, Louis Scheide, John J. Flynn, Thomas E. Gibson, Wm. Diver, Robert H. Gross, Wm. B. Baird, Geo. F. Collison, Samuel S. Gloyd, R. L. Tankersley, Wm. T. Hammond, J. A. Lowry, Theophilus Hill, George S. Whyte, Lee W. Clarke, Irving G. Rinehardt, Wm. R. Hammons, R. R. A. Benser, Edward Ensor, Richard A. Fantom, Henry C. Perkins, A. J. Crockett, Geo. W. Fisher, Wm. Field, E. W. Carpenter, John Bauer, Thos. Haddock, William S. Feuchter, Wm. H. C. Wilder, P. S. Stauffer, Robert Hoyt Stewart, Leroy L. Draper, Martin G. Shields, George F. Duppin, Lillton A. Horsey, Clifford E. Perry, Clarenee I. Drenner, Robert E. Keyser, John E. Landon, Parker Stratton, Samuel R. Anderson, Warren R. Wade, John S. Kopp, Andrew J. Bickel, Robert Fields, Frank A. Bush, Roger G. Bailey, James C. Robinson, James Wilson, Chas. D. Henry, William Strauss, Ira J. Miller, Kenneth L. Spence, Alnie G. Tribett, Charles Daum, Richard J. Wonwood, Milton R. Lee, Wm. H. Aulabaugh.

We will be glad to hear Mr. Sheffer now.

STATEMENT OF MR. J. WILLIAM SHEFFER, OF BALTIMORE, MD., REPRESENTING THE FEDERAL EMPLOYEES OF THE POST-OFFICE BUILDING AND CUSTOMHOUSE, BALTIMORE, MD.

Mr. SHEFFER. Mr. Chairman, we have with us this morning a number of representatives of employees of the customhouse and post office in the Government service at Baltimore, Md. These people desire to present their cases to you, and inasmuch as the committee is very busy and therefore will not be able to give us an extended hearing, I only desire to make a brief statement. These gentlemen desire to present statements showing their own individual interests in this matter—how their present wages are affected, their mode and habits of living, and so forth. I am not going to say very much myself, because I want them to present their statements, and if there is anything any member of the subcommittee desires to ask them, I will be glad to have you ask questions.

In the meantime I am going to present some facts in reference to the condition of some of the charwomen at Baltimore and also one storekeeper and gauger in the Internal Revenue Service, I being the national secretary of this organization.

The first case I desire to present is that of Mrs. Mary Penn. She is a widow, a charwoman in the customhouse at Baltimore, Md., who receives $25 salary a month. She has to pay out for her actual living expenses $33 a month, while her salary is only $25 a month. She pays for rent $12 a month, for food $16 a month, for carfare $2.40 a month, for insurance $2 a month, for church purposes, $1.25 a month. This woman had a doctor's bill in 1915 of $25. In addition to the expenses I have mentioned, she has taxes and other incidentals, and she states that when she and her family need clothes they get them when they can spare the money.

The next case I desire to present for your consideration is that of Mrs. Laura V. Barker. She is a widow, a charwoman at the customhouse in Baltimore, Md. She states that she has an invalid son, 43 years of age, dependent upon her. He is sick all the time and, naturally, of course, is a burden to her, with doctor's bills and medicines.

In addition to this invalid son, Mrs. Barker has three other children to care for, and she can not do it on the salary she receives from the Government unless she does some work elsewhere, and such work she can not do because of the hours required of her by the Government. She says that the members of her family have to have some clothes. She pays $8 a month rent and pays $2.40 a month for car fare. She receives anly $25 a month. She has expenses far in excess of the amount allowed her by the Government—namely, $25 a month.

The next case I desire to submit for consideration is that of Mrs. Lizzie E. Waters, who is a charwoman in the customhouse at Baltimore, Md. Mrs. Waters is a widow, and she has to provide for herself and one blind child. Exclusive of the expense of doctor's bills and medicines in case of illness, and exclusive of clothing, her expense account shows actual monthly expenses for board for two for one month, $20.80; for car fare, 10 cents a day for 26 days, $2.60; and for insurance, $2.60, making a total expense each month of $25.40, while she only receives $25 a month from the Government.

It is true that these men and women can not go out, many of them, and get additional employment without interfering more or less with their Government duties.

Mr. NOLAN. Can you give the committee any idea of the hours which these charwomen work?

Mr. DRAPER. Five hours.

Mr. NOLAN. How do they work those five hours, in two shifts or one?

Mr. DRAPER. One shift. They go to work at half past 5 o'clock and work until half past 10, except on Mondays, when they start in at 6 o'clock in the morning and work until 10, 10.30, or 11 o'clock, and then go on again Monday evening and work 5 hours. Altogether they work 10 hours on Monday, but on Saturday they do not work at all. During the other days in the week they work from half past 5 until half past 10 o'clock at night, working only 5 hours four days a week.

Mr. SHEFFER. I have one other case which I desire to bring to your attention, Mr. Chairman. That is the case of a United States storekeeper-gauger of the Internal Revenue Service. He is paid by fees or per diem, according to his assignment. He has been in the service of the United States for 14 years. He is married and has 11 children, who are all living at home.

Since July 1, 1915, he has received $600 for the nine months ending March 31, 1916. That is what he has received in fees, or by being paid per diem, for nine months.

His expenses each month amount to $14 for rent, $80 for food, and he has other expenses in proportion; that is, incidental expenses, covering cases of sickness and other similar household and domestic requirements.

Some of his children are employed, and he derives from those who are employed about $8 a week, or about enough money to pay their board. He has no other income, and is not prepared to take care of any emergency in the event of sickness, accident, or other elements beyond his control.

That is all I have to present to the committee, Mr. Chairman. I would like these gentlemen to present their statements to you. I also want to say that the men in Federal employment in Baltimore

very much appreciated the interest you, Mr. Chairman, and the other members of the committee are taking in this matter in behalf of these employees, and that this has brought about a condition which will lead to more efficiency than we have ever had heretofore in the Government service.

Mr. SHEFFER. Mr. Chairman, I now desire to present to you these gentlemen who have come from Baltimore, and I will ask them to be as brief as possible. I will call first on Mr. Winslow, who represents the custodian service in the Federal building at Baltimore.

STATEMENT OF MR. FREDERICK W. WINSLOW, OF BALTIMORE, MD., REPRESENTING THE CUSTODIAN SERVICE, CUSTOMS HOUSE, BALTIMORE, MD.

Mr. WINSLOW. Mr. Chairman, I represent the custodian service of the customhouse at Baltimore. Do you desire me to speak in regard to my own individual case as an employee, or do you desire me to speak for the entire force?

Mr. NOLAN. You can make your statement in regard to your own individual case, and as far as you care to go into the matter, you can state how this measure would affect your fellow workers in Baltimore. We will be glad to have that.

Mr. WINSLOW. I work eight hours every day. I start in at 8 o'clock in the morning and work until 4.30 o'clock in the afternoon, with half an hour for lunch in between. My position is that of marble polisher at the customhouse in Baltimore, and my salary is $720 per annum. I do additional work in repairing furniture and work as a general utility man throughout the building, taking the place of the janitor of the building occasionally, in his absence, and perform the duties of marble polisher, taking general care of the marble on the walls of the building.

The other employees who work there, receiving $50 a month, cleaning the floors and scrubbing the floors, go to work at 6 o'clock in the morning and work until 3 o'clock in the afternoon. Their work is begun earlier in the morning in order to have the office ready for the occupants at 9 o'clock, when the official business starts.

I have been striving hard to secure betterment for myself in doing outside work, outside of the work I was employed to do as a marble polisher.

I have been at the customhouse in Baltimore for nine years, and have given faithful service, and have not lost any time at all on account of sickness, except two days. We receive 15 days vacation every year.

I have been making money on the outside doing odd jobs now and then for different people, in order to meet my expenses.

I have an account of my expenses here. My wife is a dressmaker. She helps to make ends meet at home. I have two children in the family and I have an old uncle whom I have been taking care of for five years. My mother-in-law has been at my house, but she died two weeks ago. It was quite an expense on me to keep her all those years. So that altogether I have been working very hard at the Federal building for the Government, as well as at home,

trying to do outside work to make ends meet. I think all of these employees ought to be taken into consideration.

Mr. NOLAN. You say you have a statement there of your living expenses?

Mr. WINSLOW. Yes, sir.

Mr. NOLAN. Will you tell us what those items are?

Mr. WINSLOW. I will say that I have a family consisting of four adults. I pay $12 a month for house rent; I pay $4.60 for insurance, which covers the insurance for the entire family. Then I pay $3.20 for car fare for the family. The bill for heating, cooking, and light amounts to $8.50, and there is a fire insurance premium of 19 cents. For shoes, and for the repair of shoes for the family the expense is $1.50. For clothing for the family the expense is $3.50. Then there is an item of 40 cents for church dues, and 42 cents for newspapers. The milk bill for the month, getting 1 pint of milk a day, amounts to $1.50. That makes a total of $35.81 for the month, leaving a balance of $24.19 for meats, vegetables, and groceries for a family of four adults for a month.

I also have here, Mr. Chairman, statements of expenses of a number of other employees.

Mr. NOLAN. You may put those in the record.

(The statements referred to are as follows:)

BALTIMORE, MD., *April 3, 1916.*

whom it may concern.

DEAR SIR: I am employed in the custodian service as laborer at $50 per nth; my expenses are:

use rent	$11.00
oceries and provisions	8.48
eats	10.36
al and wood	4.00
hting	.60
undry	.60
othing	7.00
surance and society	4.75
edicines	1.00
Total	47.79

For family of six.

BALTIMORE, MD., *April 3, 1916.*

whom it may concern.

DEAR SIR: I am employed in the custodian service as elevator conductor at 0 per month; my expenses are:

ouse rent	$11.00
roceries and provisions	7.11
eats	7.96
al and wood	6.00
ghting	.75
lry	2.00
ing	10.00
Insurance and society	8.15
Doctor and medicine	5.00
Total	57.97

For family of three.

BALTIMORE, MD., *April 3, 1916.*

DEAR SIRS: I, the undersigned, am employed in the custodian service at the above place, for which I receive $300 per year.

I am a widow with three small children dependent on me for support; also an aged stepmother.

My expenses per month for living are in part as follows by living economically:

Rent	$15.00
Carfare	2.40
Coal	8.25
Wood	.75
Gas	1.25
Groceries	4.55
Meats	4.25
Vegetables	2.25
Associations	1.25
Total	39.95

Compelled to be helped by having boarders.

BALTIMORE, MD., *April 4, 1916.*

I am employee of the custodian service of the Baltimore post office as a laborer at a salary of $50 per month.

Rent	$11.00
Table	25.00
Society	5.50
Fuel	8.00
Clothing	5.00
Light	1.00
Church	2.00
Total	57.00

Wife is obliged to work out to make up present expenses.

BALTIMORE, MD., *April 4, 1916.*

I, an employee of the custodian service at the above place, am a laborer at a salary of $50 per month. My living expenses, exclusive of the smaller necessities of life are:

Rent	$14.00
Table	25.00
Fuel	3.00
Light	2.00
Clothes	5.00
Church	1.00
Insurance and assessments	5.00
Total	55.00

Wife is obliged to keep house for parents in order to make up expenses.

BALTIMORE, MD., *April 4, 1916.*

DEAR SIRS: I am employed in the custodian service at the above place, and receive as compensation for my services the sum of $60 per month. My living expenses, not including minor expenses, in providing for my family of four are, on an average, as follows:

Rent	$15.00
Groceries	16.00
Meats	8.00
Vegetables and fruit	8.00
Fuel and light	4.00
Insurance	3.60
Clothing	6.00
Total	60.60

I am compelled to work at odd jobs at my trade after I have finished my work for the Government to make up the difference and also provide the minor necessities of life, such as doctor bills, medicine, car fare, etc.

LEROY L. DRAPER,
Janitor and Carpenter,
Baltimore Post Office and Court House.

BALTIMORE, MD., *April 4, 1916.*

I am employed in the custodian service of the Baltimore post office at a salary of $50 per month. My expenses per month are:

House rent	$20.00
Table expenses	19.00
Heating and lighting	4.00
Societies	2.00
Insurance	1.50
Car fare	1.60
Church expenses	1.00
Total	49.10

The wife is compelled to do work to help maintain the home, and whatever jobs that can be secured by myself after working hours.

BALTIMORE, MD., *April 4, 1916.*

I am employed in the custodian service of the Baltimore post office at a salary of $50 per month. My expenses per month are:

House rent	$20.00
Table expenses	25.00
Heating and lighting	5.00
Societies	2.00
Insurance	2.00
Car fare	1.60
Church expenses	1.00
Total	56.60

The wife is compelled to do laundry work to help maintain the home, and whatever jobs that can be secured by myself after work hours.

BALTIMORE, *April 3, 1916.*

DEAR SIRS: I, the undersigned, am employed in the custodian service at the above place, for which I receive $300 per year. My expenses for living per month are as follows:

Rent	$15.00
Car fare	2.40
Coal	8.25
Wood	1.00
Lights	1.52
Groceries	5.00
Meats	4.75
Vegetables	5.00
Associations	2.40
Clothing	6.00
Total	51.32

I am a widow with five children, and I am helped by relatives.

Mr. NOLAN. Do you find it absolutely necessary, in order to make both ends meet, as you say, to do odd jobs in your own time, after finishing your day's work in the Government service?

Mr. WINSLOW. Yes, sir. My wife, being a dressmaker, is also a great help. She is a hard worker. I am not a man who likes to run the streets. I am at home every evening during the week except the night I attend my lodge. I do not waste any money in foolishness at all. I do not have a chance to do very much, but I do not like to make my wife do too much work, and make her work so much harder.

My children went to school, but as they went along I had to start them into work. One of them is married now. I had to start them to work when I really ought to have been giving them an education.

Our expenses have gone up, and our rents have been increased on account of the improvements in the city. The taxpayer has to pay indirectly for those improvements on the highways, and other improvements, and that comes back on the people who rent the houses, and wages have not been increased for a number of years, although the cost of living is much higher. On that ground I make my claim.

Mr. SHEFFER. I will now ask the committee to hear Mr. Draper, who represents the custodian employees in the Post Office Department at Baltimore.

STATEMENT OF MR. LEROY L. DRAPER, BALTIMORE, MD., REPRESENTING CUSTODIAN EMPLOYEES, POST OFFICE DEPARTMENT, BALTIMORE, MD.

Mr. DRAPER. Mr. Chairman, I have here a petition signed by some of the employees in the Federal building at Baltimore. All of the employees indorsed the petition, but some of them were backward about signing it. I asked somebody here whether it should have all the signatures and I was told that that was not necessary. Therefore I did not get all the signatures.

(The petition referred to is as follows:)

BALTIMORE, MD., *April 4, 1916.*

To the honorable the COMMITTEE ON LABOR,
House of Representatives, Washington, D. C.:

The petition of the undersigned to your honorable body with reference to H. R. No. 11876, which is now under consideration, respectfully shows:

That they are employees in the custodian's service, or operative force of public buildings, at the port of Baltimore, Md., and that they desire to represent that the cost of rent is at least 30 per cent more than it was some 10 years ago, and their compensation remains the same; that is to say, a person who rented a house for $12 or $13 per month must now pay $15 or $16 for the same property. The expenses of furnishing the table are fully 30 per cent more than they were a comparatively few years ago, so that one must spend according to his family and with great care, as it is a difficult question to have meat as often as one should have it. Then there are items of insurance, of cost of clothes and shoes for a family, which is on an average of four or five persons. In addition to these items is an item for coal, which is about five tons per annum, say at $6.50 per ton, or $33, so that your committee will see that the expenses which we have just enumerated, and which are independent of such things as a doctor and medicine, which must be placed at an average of about $50 per annum, will go far toward consuming a much larger pay than $3 per diem.

Of these employees some few receive $900 per annum, some few $720, but the great majority of them receive $600 per annum.

We therefore ask your honorable body to consider favorably the bill (H. R. No. 11876) introduced by Mr. Nolan, which provides that the minimum pay of any person employed by the United States shall not be less than $3 per day, and it is our judgment that the enactment of such a measure does mere justice to many deserving public servants who find themselves subject to many increased expenses without a corresponding increase in their income.

Respectfully submitted.

S. T. Maynard, E. P. Baldwin, Frederick W. Winslow, William O. Wilson, Robert Kellough, Albert Foard, John D. Robertson, Nicholas Krepp, Thomas W. Wilson, Joseph S. Becter, Thomas H. Harris, Cornelius Burton, Wilbert J. Henry, J. R. Biscoe.

I would like to speak to you first in regard to the custodian employees in the Baltimore post office. About the only people represented in this movement who are taking any interest in it are the custodian employees, which includes the charwomen, the janitor force, and also the force in the cellar.

I know for a certainty—in fact, there are only one or two exceptions among the custodian employees above the cellar who do not have to go outside daily after they have done their work in the Federal building to do extra work in order to secure sufficient money to meet their expenses. They engage in all kinds of labor in order to do that.

I have here a statement of the expenses of a man who is at the customhouse in Baltimore who has a wife and five children. He gets a salary of $60 a month. During his vacation and at every other opportunity he gets he works at stevedoring. He went off two weeks ago for a week in order to do some of that extra work. But unfortunately the wife of one of the men there died, and this man had to be called back again. He had to give up the job he had on the outside. He runs so far back in his expenses each year that he depends upon the money he earns during his 15 days' vacation at stevedoring to make up the deficiency. He works from 16 to 24 hours a day. There are a number of other instances similar to that with which I am familiar that I could cite to you if I had the time to go into details.

We have also an elevator man there who receives $720 a year, who has an invalid wife. I think he has been in the service 23 years. For 15 years he has been compelled to work on the outside in order to get a sufficient amount of income to pay his expenses. He receives a salary of $60 a month, and he tells me that his expenses amount to $90 a month. He works for a jewelry firm, selling goods and collecting for them among colored people. His expenses include $40 a month for board for himself and his invalid wife, $5 a month for medical attendance and drug bills, $5 a month for clothing, $3 a month for washing, $3 a month for car fare, $1.25 a month for barber, $2 a month for insurance, which makes a total of $59.25, leaving a balance for incidentals for the month of 75 cents. His wages amount to $60 a month, so he has nothing left to put away in a saving fund. We have another man there who secures odd jobs in the building in the way of cleaning and things of that sort. Some of those men go to work at 6 o'clock in the morning and they are through at 3 or 3.30 in the afternoon. This particular man I referred to is employed in other places.

Speaking for myself, I am called janitor and carpenter of the Baltimore post office, and my salary is $60 a month. It costs me,

at the very lowest figures, without including any of the minor things, such as doctor's bills, medicines, and so forth, $60.60 a month. That is what my living expenses are. If I was not able to go outside and make additional money at my trade, which is carpentering, I could not exist. Sometimes I make on the outside as much as $15 a month. It varies from $5 to $15 a month. The amount varies according to what I can catch on the outside. It does not make any difference to me what it is, I am willing to do it.

I have a wife and two children. I pay $15 a month rent, and as near as I can figure out I pay $16 a month for table expenses—that is, for groceries—about $8 a month for meat, about $8 a month for vegetables, fruit, including eggs, butter, and milk; and I pay $3 a month insurance, which leaves me about $4 a month for light, heat, and fuel, and a balance of about $5 a month for clothing. That is a statement of my expenses, except for minor details. The amount I have to spend for minor details depends on what I can make on the outside.

Mr. NOLAN. Did you follow your trade of carpenter before you went into Government service?

Mr. DRAPER. I did.

Mr. NOLAN. And you are a fairly good mechanic in that trade?

Mr. DRAPER. That is why I was picked for the position I have in the post office. The names of three men were submitted for the position, and the official who had the choice for a man for the position did not think the other two men could qualify.

Mr. NOLAN. You do mechanical work in the post-office building over there?

Mr. DRAPER. Yes, sir.

Mr. NOLAN. What wages do the carpenters in Baltimore receive?

Mr. DRAPER. The carpenters in Baltimore city—I am a ship joiner and carpenter. But I am not a member of the Carpenters' Union in Baltimore. The carpenters in Baltimore receive $3.50 a day for a day of eight hours.

Mr. NOLAN. What are the wages in the shipyards?

Mr. DRAPER. I think they are paying 35 and 36 cents an hour. I received 32 cents an hour for a nine-hour day.

Mr. NOLAN. But they do pay better wages to mechanics outside of the Government service than the wages received by you for your work in the Government service?

Mr. DRAPER. Yes. You may ask why I am in the service. I had practically an assurance when I went in that it was a new position which had just been created, and it was created at the salary of $60 a month. They said the salary would be raised eventually. It was upon that assurance that I went there.

Mr. NOLAN. How long have you been in the Government service?

Mr. DRAPER. About 20 months.

Mr. NOLAN. You do not see any opportunity or you have not any encouragement to believe you are going to receive an advance?

Mr. DRAPER. Yes, I have; if there is no deficiency such as we had last year. If that had not occurred, I believe I might have received an advance. We had to lose eight days last year. The men all over the country in this service had to lose eight days without pay. If it had been arranged so we would have been off eight days in succession, everybody in the service could have made up the difference by

doing outside work, but we were laid off one day every week. We were not allowed to combine the whole eight days. If we had been allowed to do that it would have given us a chance to have taken some outside position and made up the amount.

Mr. NOLAN. In other words, if you had gotten eight days off at one time you might have made on the outside the amount of money you would have received from the Government for those eight days?

Mr. DRAPER. Yes; we could have made up all that loss. I think I made it up to the extent of about $7 or $8 during the time I was off.

I generally work at my trade when I work on the outside, and some of the men do one thing and some of them do another thing. Practically all of the men have to go outside to work, with the exception of one man who has had, up to the present time, a little place in the country which brought him a slight income. His wife used to attend to the place in the country. Now his wife has died, and he has six or seven children, and they are not able to run the place, so that the revenue he received from the place in the country will be practically cut off.

Some of the men we have over there are colored men, and they whitewash fences and do things of that sort. I have had one or two of them to help me to dig post holes when I was putting up a fence. Three or four of them have solicited me for work if I had anything for them to do.

Mr. SHEFFER. Mr. Chairman, I will now ask Mr. Bush, who is an engineer in the post-office building at Baltimore, to address the committee:

STATEMENT OF MR. FRANK A. BUSH, OF BALTIMORE, MD., REPRESENTING THE ENGINEERING FORCE, POST OFFICE BUILDING, BALTIMORE, MD.

Mr. BUSH. Mr. Chairman, I came here to represent the engineering men in the custodian force of the post-office building in Baltimore. We also have the customhouse.

Baltimore is supposed to be a first-class city, and the post office is a first-class post office. The accumulation of business has been so great that there is an agitation for a new post-office building. The Supervising Architect of the Treasury Department rates our plant as A No. 1 for efficiency. They use it as a standard and try to bring all the other plants throughout the United States up to our standard.

Although we have a rating of A–1 efficiency, we receive second-class pay. Our firemen's rate is $2.25 a day, and $2 a day for coal passers for seven days a week. We get no Sundays and no holidays off. We get 15 days' leave during the year.

I entered the service 16 years ago, and we were paid $1,000 a year, and that $1,000 purchased at least 25 per cent more than the $1,200 I receive at the present time purchases. The other men are in the same boat with me.

Of course, I do not go on the outside to help to make up my expenses, because I can not go from one plant to another, for the reason that I would have to carry a license from one place to another, and I would have to go to the examiners and get a sanction. So we can not go on the outside to make any extra money.

Some of the men there do some soliciting for insurance on the outside. Of course, there is opposition to a man in the Government service doing any work on the outside on the part of the men on the outside who are organized. These men oppose any Government employees doing work on the outside, because if he does work on the outside he comes in conflict with these men who are organized and robs them of some of their work. They do not think it is right. They think a man working in a Government position should have enough to live on without going out and interfering with other men who are working on the outside.

Mr. NOLAN. If the Government paid a sufficient amount of wages there would not be any necessity for men going on the outside, and the men on the outside have a hard enough time as it is to get along without having the competition of the men who work in the Government service. Is that not true?

Mr. BUSH. That is what I believe, Mr. Chairman. If the custodians of the various buildings could tell to you the complaints that come to them about the men in the custodian service not paying their bills, it would open your eyes. The men get in debt through some unfortunate occurrence at home or elsewhere, and the first thing they do is to go to a loan shark and secure a loan. They get in the clutches of these loan sharks and they are gone. They never get out.

Then the loan shark will go to the custodian of the building and talk to him about these men who are in debt, and the men are hounded out of the service. That occurs in our building, and I suppose it occurs in every other building in the United States. We think if Baltimore were put on the same basis as the other first-class post offices, it would be much better for our men. They say living expenses are higher in New York and in other cities, but they have also increased in Baltimore.

Baltimore used to be the garden spot of the world. We lived cheaply then. The wages were low, too. But now everything has gone up. The high cost of living has struck Baltimore. Rents have gone up, I think, as much as 50 per cent. Living expenses have gone up 35 to 50 per cent, but wages in the Government service have not gone up at all.

Mr. NOLAN. Baltimore used to be advertised all over the country as a great place for oysters. The statement used to be made that you could get all the oysters you wanted there at a very small price. Has that condition ceased to exist?

Mr. BUSH. You can not get them at that price there now.

Mr. NOLAN. We do not hear much about that any more.

Mr. BUSH. Baltimore is the same as other cities. I think canning factories have gotten hold of the oysters and other things. We do not have the luxuries we used to have.

We have a first-class post office in Baltimore, and we think that in view of that fact, and in view of the further fact that we do first-class work we should receive the same compensation as men in other first-class post offices receive who do the same kind of work. We think that the men in Baltimore who do the same class of work as similar men in other first-class post offices should get the same wages.

Mr. NOLAN. Mr. Bush, suppose that were the case, it would not cure the situation so far as the poorer paid employees are concerned?

Mr. BUSH. No, sir.

Mr. NOLAN. Even if that were done, they would not get a living wage?

Mr. BUSH. No, sir; they would not.

Mr. NOLAN. It probably would be a slight help to them, but it would not make a good deal of difference.

Mr. BUSH. No, it would take a good deal of a raise to put them on easy street.

Mr. NOLAN. Even without putting them on easy street, simply giving them a fairly decent wage would not take a great deal of money?

Mr. BUSH. That is true.

Mr. NOLAN. The sentiment over there is universal, is it not, that the employees are not being treated fairly by the Government of the United States, so far as compensation is concerned?

Mr. BUSH. The sentiment is universal that they are being underpaid.

Mr. NOLAN. Do you think it is fair treatment to people to make them work seven days a week all the year round?

Mr. BUSH. No, sir; it is not. The Scriptures tell us that we ought to have the seventh day to keep it holy. Billy Sunday is over there now, but we have not had a chance to see him yet. We can not get off.

Mr. SHEFFER. Mr. Chairman, I would now like the committee to hear Mr. Baird, who represents the laborers of the custodian force at Baltimore. Mr. Baird is an old miner. He can probably add something to what has already been said.

STATEMENT OF MR. W. W. BAIRD, OF BALTIMORE, MD., REPRESENTING THE LABORERS OF THE CUSTODIAN FORCE, FEDERAL BUILDING, BALTIMORE, MD.

Mr. BAIRD. Mr. Chairman, I have not come here to-day with anything but my memory.

The men I represent in the public stores have not had the time to prepare a statement of their daily living expenses. But having an acquaintance of 17 years with them, I think I know very nearly just how they exist.

We have a man there who acts as the custodian of a four-story building, who receives $500 a year, and he says his wife goes out to work too and takes the baby along. I asked him yesterday what he did with the other children. He said they take care of themselves. They dodge the trucks, and they get in all right at night. That is one case.

We have an engineer who, I think, is also the electrician for the building, and that engineer has to do work outside after hours in order to get out even. We have men who receive an average of $820 in wages, and they have to live, with rents at $14 a month, three of them. I was helping one of them yesterday to fix something so that he could mend his children's shoes when he went home in order that they could get out. They are required to owe no man anything. If they do owe something and they can not pay it, the people to whom they owe the money go to the collector about it.

and it is obligatory after that that you pay, whether you go to a loan shark or any other shark.

When I went to work there my family was in Allegany County, and I was boarding in Baltimore, not very far from where I work, and I could walk. If I had to pay car fare I could not come out even. Consequently, I have been going along that line. But you can not make ends meet on a salary of $820 a year and live honestly in a respectable place and owe no man anything, under the conditions that exist in Baltimore at the present time.

I might go over the names of these men and tell you about them as I know them. But I have already told you about some of them.

Mr. NOLAN. Have we their names on the list which was sent to the chairman of the committee?

Mr. BAIRD. Yes, sir.

Mr. NOLAN. That will be sufficient. That will show the sentiments of the employees in the Government service in Baltimore in regard to the measure.

Mr. BAIRD. They are thoroughly in sympathy with the bill. Some of them say if we do not get the whole bill, we might get some of it. We will be glad to get any of it, and they very much appreciate the interest that you and the other gentlemen of the committee have taken in the matter, and they requested me to assist in any way I could. If I were to go on and refer to all these men, it would be simply covering the same ground in each case, practically. It would be simply going over the same ground which has already been gone over.

Mr. NOLAN. Do most of these men have to go out and do other work in addition to their Government work in order to make both ends meet?

Mr. BAIRD. The men I have just referred to do. I know several of the others who are openers and packers who have little places outside of the city, who work after office hours in order to make both ends meet. Then there are others who keep boarding houses and do the work of the house when they go home.

Mr. NOLAN. Do the men in your department have to work on Sundays?

Mr. BAIRD. No, sir; unless there is a snowstorm. Then we have to go down and shovel snow off the pavement.

Mr. NOLAN. Are they allowed anything extra for that?

Mr. BAIRD. Not so far as I know. I never had anything, not even an extra day off.

Mr. DRAPER. These salaries, as I understand it, have been figured on a basis of seven days a week. They can make you come to work on Sunday, or they can make you work on any holiday, as I understand it. The salaries are figured on 360 day in the year. You have not got a day off. Every Sunday there is a portion of the force who go down and stay until their work is finished. They can be made to go down every Sunday and every week day.

Mr. NOLAN. Without any extra compensation?

Mr. DRAPER. Without any extra compensation.

Mr. NOLAN. Or time off?

Mr. DRAPER. Yes; and the Treasury Department does not make any distinction, so far as the eight-hour law is concerned. They can hold you 9 or 10 hours, if the necessity requires.

Mr. NOLAN. Is there anything else you desire to say, Mr. Baird?

Mr. BAIRD. There is nothing else, unless you have some further questions you desire to ask me, Mr. Chairman.

Mr. NOLAN. I think that is all.

Mr. SHEFFER. Mr. Chairman, I would now like the committee to hear Mr. Thompson.

STATEMENT OF MR. MATTHEW THOMPSON, OF BALTIMORE, MD., REPRESENTING THE MESSENGERS, CUSTOMHOUSE, BALTIMORE, MD.

Mr. THOMPSON. Mr. Chairman, I am a married man with five children. I will explain to you what it costs me to live. I represent the messengers in the customs service.

Mr. NOLAN. How long have you been employed there?

Mr. THOMPSON. I have been employed there three years. I pay $15 a month rent, or $180 a year. It costs me $1.50 a day to run my table. That is $45 a month, or $540 a year. My insurance stands me $2.50 a month, or $30 a year. My gas bill costs me $1:50 a month, or $18 a year. Clothes and shoes for the family in general, at the very lowest basis, cost $8 a month, or $96 a year. Car fare costs $2.40 a month, or $28.80 a year.

I am compelled to buy two uniforms a year and pay for them out of my salary. Then I have to buy one cap and a straw hat. I burn the cheapest coal I can get, and I use about 4 tons a year; and the cost of that amounts to $26. My doctor's bills and medicines amount to $50 a year. That makes a total of $1,007.85.

Mr. Chairman, I am one of those men who have to work at night in order to secure an additional income, and I have worked many nights up to 11 and 12 o'clock in order to secure enough money to make both ends meet.

Mr. NOLAN. Mr. Thompson, what salary do you receive?

Mr. THOMPSON. I receive $840 a year. I am a messenger in the customs service.

Mr. NOLAN. What are the duties of a messenger?

Mr. THOMPSON. He is supposed to carry papers from one department to another, and at different times there are other tasks to do. Probably the messenger's superior officer may want him to sort out some papers or to file some papers. I run specials in and out of the customhouse, besides going from office to office.

Mr. NOLAN. Do they ever assign messengers to other duties, where the man ordinarily performing those duties receives a higher salary?

Mr. THOMPSON. Not since I have been there.

Mr. NOLAN. Is the salary of $70 a month the entrance salary?

Mr. THOMPSON. Yes, sir.

Mr. NOLAN. What opportunity have you for promotion, if any?

Mr. THOMPSON. I can be promoted to night inspector.

Mr. NOLAN. How long have you been in the service?

Mr. THOMPSON. I have been in the service 10 years?

Mr. NOLAN. How many messengers are there in the customs service there?

Mr. THOMPSON. There are 10, I think.

Mr. NOLAN. Have any of those men been promoted during the time you have been in the service?

Mr. THOMPSON. I think two have been promoted.

Mr. NOLAN. Your experience of 10 years in the service would lead you to believe that there is not much opportunity for you to receive a promotion, would it?

Mr. THOMPSON. There does not look like there is much opportunity at the present time. The only time you can get a promotion is when somebody dies or resigns, and they are not doing that.

Mr. NOLAN. You stated you had to go out and work at night?

Mr. THOMPSON. Yes, sir.

Mr. NOLAN. How about the other messengers?

Mr. THOMPSON. I believe some of them have to go out at night and work, as far as I can learn.

Mr. NOLAN. What did you say you pay for rent?

Mr. THOMPSON. I pay $15 a month.

Mr. NOLAN. For how many rooms?

Mr. THOMPSON. For six rooms.

Mr. NOLAN. What sort of a house do you get for $15 a month?

Mr. THOMPSON. I have a house which, I think, if I were to move out nobody else could get it for less than $20 a month. I have put it in general repair by doing some painting, and things of that sort. I have a house with six large rooms. Every room in my house is 15 by 15 feet, and I have all conveniences. The owner of the house let me have the house for $15 a month because he knew his rent would be good.

Mr. NOLAN. You got an exceptional bargain. That sort of thing would not apply to every man getting the same salary you get?

Mr. THOMPSON. No; I suppose not.

Mr. NOLAN. If you were to move out of your house, you could not get the same sort of a house for as small a rent as that?

Mr. THOMPSON. I would have to pay more money.

Mr. NOLAN. In that event your other expenses would increase proportionately?

Mr. THOMPSON. They would go up considerably; yes, sir.

Mr. CHAIRMAN. I have here a petition of the messengers in the customs service, which I would like to submit to the committee.

Mr. NOLAN. That may go in the record.

(The petition referred to is as follows:)

APRIL 4, 1916.

To the honorable the COMMITTEE ON LABOR,
House of Representatives, Washington, D. C.:

The petition of the undersigned to your honorable body with reference to H. R. No. 11876, which is now under consideration, respectively shows:

(1) That they are messengers in the customs service at the port of Baltimore, Md.; that as such they are required and expected to be always presentable and always properly dressed, which requires them to supply themselves annually with two uniforms at $36, one cap at $1.70, one straw hat at $1.35, and this in addition to those ordinary citizen's clothes for use and wear outside of the customhouse.

(2) We desire to represent that the cost of rent is at least 30 per cent more than it was some 10 years ago, and their compensation remains the same; that is to say, a person who rented a house for $12 or $13 per month must now pay $15 or $16 for the same property. The expenses of furnishing the table are fully 30 per cent more than they were a comparatively few years ago, so that one must spend, according to his family, from $1.25 a day, making $37.50 per month. Then there are items of insurance, of cost of clothes and shoes for a family, which is on an average four or five persons. In addition to these items is an item for coal which is about 5 tons per annum,

say at $6.50 per ton, or $33, so that your committee will see that the expenses which we have just enumerated, and which are independent of such things as a doctor of medicine, which must be placed at an average of about $50 per annum, will go far toward consuming a larger pay than $3 per diem.

Of these messengers some few receive $1,000 per annum, some few $900 per annum, but the great majority of them receive $840 per annum.

We therefore ask your honorable body to consider favorably the bill H. R. No. 11876, introduced by Mr. Nolan, which provides that the minimum pay of any person employed by the United States shall be not less than $3 per day, and it is our judgment that the enactment of such a measure does mere justice to many deserving public servants who find themselves subject to many increased expenses without a corresponding increase in their income.

Respectfully submitted.

MATTHEW THOMPSON.	JOS. DULANEY.
JOHN P. FORRESTER.	HARRY H. MOBLEY.
WILLIAM H. VOYCE.	JOHN C. PARKER.
JOHN WEBER.	THOS. HADDAWAY.
GEORGE W. DIETZ.	H. M. C. BOND.
ANDREW L. GAGEL.	J. S. BOWEN.
GEORGE S. WHYTE.	JAMES DURKIN.

Mr. SHEFFER. Mr. Chairman, I would now like the committee to hear Mr. Baldwin, who represents the watchmen at the Baltimore customhouse.

STATEMENT OF MR. EDWARD P. BALDWIN, OF BALTIMORE, MD., REPRESENTING THE WATCHMEN AT THE CUSTOMHOUSE, BALTIMORE, MD.

Mr. BALDWIN. Mr. Chairman, I want to say I have been a watchman at the Baltimore customhouse for 22 years. I went there as a watchman, and I am still there as a watchman. I went in at $60 a month, and I am getting the same salary now.

During that time the price of living has increased at least 30 per cent, if not more. When I went there at $60 a month, that amount afforded me a fair living, because I have only my wife, with no children, and my wife is an economical woman. I still live on that amount. I do not do any outside work, because I do not have any opportunity to do it. I do work 365 days a year less 15 days' leave during the year.

My wife and myself live on my salary, but you would be surprised at the shifts we have to make in order to live on $60 a month. My wife has to make over her own clothes; she has to do all her own housework.

I have to buy two uniforms a year, if necessary. Sometimes I do not have to buy two, if I keep the uniforms in good condition. In that case I do not have to get two uniforms. We never have any of the usual pleasures because I have to work 365 days a year. When I went there there were seven watchmen in the building, and the building was not worth more than one-fourth of what it is worth now, and at the present time three of us are doing the work that seven men used to do.

I went there with the expectation that by a strict attention to my duties there would be a chance for promotion, but I have never been able to receive a promotion.

During the 22 years I have been there I have never lost a single day on account of sickness. I am fortunate in that respect, because if I had had sickness to provide for I would have been in debt. My

wife sometimes needs the attention of a doctor, and that always puts us a little bit behind, whenever that happens.

Mr. NOLAN. Do any of the watchmen employed alongside of you in the customhouse have to go out after office hours and take odd jobs in order to secure a sufficient income to make both ends meet?

Mr. BALDWIN. Yes; one of them, the older one, has been there nearly as long as I have. He is an old soldier and he gets a pension which helps him out. The other one who was there until last October was also an old soldier. Two of them were old soldiers, but I am not. Each of them received a pension. The one I referred to was there until last October, died at that time, and the man who was appointed in the place of the man who died in October canvasses for an installment jewelry concern, and sells records during his time off. We work eight hours, so this man has some time off and he sells records and jewelry. Sometimes he makes as much as $15 or $18 a month doing that.

Mr. NOLAN. During your years of service in the Baltimore customhouse, has it been a common condition among the poorer paid employees in the Government service over there to go outside after working all day for the Government and seek odd jobs in order to make a living for their families?

Mr. BALDWIN. A great many of them have been doing that lately, from what I hear. This other man I spoke about is a watchman now. He was a barber, and he did barbering when he was not on duty, after he had got his rest. He had a barber shop, and had somebody to run it. That was a big help. I am about the only watchman there who does not do any outside work, or get any addition to my income by doing outside work.

Mr. NOLAN. You have found it pretty hard to make your salary cover your living expenses?

Mr. BALDWIN. Yes. That is especially true of late years, since the price of living has gone up. I pay $15 a month rent for my house, and the house next door, which is just like mine, brings $18 a month rent. The only reason I get mine for $15 is because an uncle of mine bought the house and rented it to me at that figure so that I might live cheaply in fairly decent surroundings. Otherwise I would have had to have sought some undesirable locality in order to have gotten a house which rented for from $12 to $15 a month.

Mr. SHEFFER. Mr. Chairman, I would now like you to hear Mr. Waldman.

STATEMENT OF MR. JOHN R. WALDMAN, OF BALTIMORE, MD., CLASSIFIED LABORER, UNITED STATES CUSTOMHOUSE, BALTIMORE, MD.

Mr. WALDMAN. Mr. Chairman, I would like to say I am employed at the Baltimore customhouse as a classified laborer, and that my salary is $720 per annum. I have here a statement of my expenses for a year, exclusive of medical services and groceries.

My expense for rent was $11 a month, or $132 a year; my expense for gas was $2, or $24 a year; my expense for insurance for three members of the family was $55 for the year; my expense for coal and wood for heating and cooking amounted to $45 a year;

car fare for the members of my family cost $45 for the year, and the expense for clothing for the family amounted to $125 a year. That makes a total of $426 for the year. It leaves a balance of $294 for groceries, physician services, and other necessities of life not included in the items already mentioned.

The last suit of clothes I bought I bought on the installment plan, $1 down. I could not pay for those clothes in cash. My expenses every month are more than I draw from the Government, although I get a pension of $6 a month from the Spanish-American War. That also goes.

My wife does nursing and I do outside work as a marble polisher, also. Then I am still in debt.

Mr. NOLAN. How many are there in your family?

Mr. WALDMAN. Three.

Mr. NOLAN. Yourself, your wife, and a child?

Mr. WALDMAN. Yes, sir.

Mr. NOLAN. What sort of quarters can you get for $11 a month?

Mr. WALDMAN. I live in the country. I could not get a house in the city for that amount.

Mr. NOLAN. Does that not necessitate considerable expense for street car fare?

Mr. WALDMAN. It does. I have put the amount spent for street car fare by myself and my family at $45 a year. I work alongside of a man who gets $4 a day, and I get $2 a day and do the same kind of work.

In the summer time I go out at 7 o'clock in the morning, and I stay out until sunset. That is the schedule from May to October. From October to May it is from 8 o'clock until sunset. I go down on a Coast Guard cutter and search all the ships for contraband.

I have to buy two uniforms, and they get pretty dirty going around everywhere, in coal bunkers, etc. I work with a man who gets $4 a day for doing the same kind of work.

Mr. NOLAN. How long have you been in the service?

Mr. WALDMAN. I have been in the service six years—six years last November.

Mr. NOLAN. How many men are in the service with you getting the same rate of wages?

Mr. WALDMAN. The skilled laborers get $720 a year. I think there are four classified laborers.

Mr. NOLAN. What are your chances for promotion?

Mr. WALDMAN. There is a chance for promotion if somebody dies or resigns.

Mr. NOLAN. Can you give us any idea either from your own knowledge or from what may have been imparted to you by others, whether men do receive promotions from that grade up to the next grade?

Mr. WALDMAN. One has; not since I have been there.

Mr. NOLAN. There have not been any promotions from that grade up in six years?

Mr. WALDMAN. No, sir.

Mr. NOLAN. You have not very much to look forward to?

Mr. WALDMAN. Not very much.

Mr. THOMPSON. There have been two who have died, and there were promotions in those cases.

Mr. NOLAN. Covering what period of time?

Mr. THOMPSON. One of them last year and one of them about two or three years previous to that.

Mr. WALDMAN. They abolished the places.

Mr. NOLAN. Then it did not do any good for those fellows to die?

Mr. WALDMAN. No.

Mr. NOLAN. Is there anything else you desire to present to the committee?

Mr. WALDMAN. As I say, after I have spent $426 a year as I have indicated, that only leaves me $294 for groceries, medical services, and other necessities of life.

Mr. SHEFFER. Mr. Chairman, I would now like to have the committee hear Mr. Charles Schlag.

STATEMENT OF MR. CHARLES P. SCHLAG, OF BALTIMORE, MD., LABORER, UNITED STATES CUSTOMHOUSE, BALTIMORE, MD.

Mr. SCHLAG. Mr. Chairman, there are 18 men on our force, the scale force, who assist the weighers. Some of those men get $840 a year and the others get $720. Why that distinction is made nobody ever did know. We all do the same work. We have tried and tried to get all of those men at $840. We have never been successful.

We went to the heads of the department and they did seem to be in sympathy with us. Not long ago we saw them again. They said this is not an opportune time, that conditions do not warrant it. They stand us off. And still these other men get $10 a month more than we do.

I will explain my expense account. I receive $720 a year salary. I pay for rent $14 a month, which makes $168 a year; for gas, $1.33 a month, making $16; for insurance on the members of my family, three in all, I pay $34 a year; for coal and wood for heating and cooking I pay $36 a year; for car fare for my family I pay $48 a year; for clothing for my family I pay $100 a year, making a total for these various items of $402 a year. That leaves a balance out of my salary of $720 a year of $318 for groceries, the services of a physician, and other necessities of life not included in the items I have already mentioned.

I have not bought a new overcoat in seven years. I am now wearing the same overcoat every day in the week.

As I said, I have a balance left out of my salary of $318 for groceries, for doctor's bills, and for other necessities of life. I play a clarinet and sometimes I get a job on the outside. Maybe I will make $2 and sometimes a dollar and a half.

Sometimes I have to go down on the pier at Curtis Bay. The Government pays my car fare to the place to which I am sent. If I stay there until quitting time, they pay my car fare home. They might send me to Sparrow Point. It costs me 15 cents to come home. If I am fortunate enough to get a train going down and a train coming back, they furnish me two tickets. If I do not, I have to pay the 15 cents coming home. If I have to pay my own fare, that amounts to a good deal in a year.

I am the youngest man on the force. There are some men on the force who are 55 or 60 years old, and they have four or five children.

They are very busy there now, and they could not spare anybody else to come over here to-day, and so I came along and I told them I would do the best I could. They told me to express their thanks to the members of this committee for their interest in this matter.

Mr. NOLAN. How many days do you work in a week?

Mr. SCHLAG. I work six days a week, and when I am called upon I do the same work as Mr. Waldman.

I am considered an unskilled laborer, and I am called on on Sundays to go and search a ship, the same as they do.

Many a time I have gotten lousy in doing that work. About three months ago I came home all full of body lice, and I had to destroy a suit of underclothes, and also had to put my other clothes in salt water.

A man has got to work somewhere, and I would just as soon work for the Government as anybody else, but I would like to get more pay for my work.

I am continually in debt. I now owe $30. I am in hopes of picking up enough musical work to pay that money.

If I work on Sunday, I am allowed a day off if they can spare me.

Mr. NOLAN. But no extra compensation?

Mr. SCHLAG. No extra money. I work eight hours a day.

Mr. NOLAN. Are you called upon at any time to work more than eight hours a day?

Mr. SCHLAG. That very seldom happens; it does not happen unless it is an urgent case.

Mr. NOLAN. Are you allowed any extra compensation for any extra labor you perform?

Mr. SCHLAG. No, sir.

Mr. NOLAN. Are you allowed any compensatory time off for your extra labor?

Mr. SCHLAG. They grant me an hour or two. If I am on a ship, and I get through early, I go to the chief clerk and I mention it to him, and he will allow me some time off, some afternoon. He will say: "If we are not busy, you come to me and I will let you off."

Mr. NOLAN. Of the other men do any of them do work on these ships?

Mr. SCHLAG. Lots of them go on the piers when a fruiter is in and work on the fruit steamers handling bananas at night. Then some of them are secretaries of lodges, and they get a small amount from that work. There is one of them who is the secretary of a building association, and that pays a small salary.

Mr. SHEFFER. Mr. Chairman, that completes the list of the men who are here from Baltimore, but there is a gentleman here from the Treasury Department in Washington who would like to make a statement to the committee. He is Mr. Cheseldine.

STATEMENT OF MR. JAMES C. CHESELDINE, OF WASHINGTON, D. C., UNSKILLED LABORER, BUREAU OF INTERNAL REVENUE, UNITED STATES TREASURY DEPARTMENT.

Mr. CHESELDINE. Mr. Chairman, I am an unskilled laborer in the Government service. I am here in behalf of the laborers in the Internal-Revenue Office of the Treasury Department, and also in behalf of other laborers in the department. I came here on my own initiative.

I have made an itemized comparison of the prices of different things 10 years ago and the prices of the same things to-day, in order to show you how much more it costs to live now than it did 10 years ago.

You could buy beefsteak 10 years ago from 10 to 15 cents a pound, and you have to pay from 18 to 30 cents a pound for the same steak now. You could buy a beef roast 10 years ago for from 8 to 15 cents a pound, and you have to pay from 15 to 25 cents a pound for the same roast now. Smoked shoulder, which cost from 8 to 12 cents a pound 10 years ago, now costs anywhere from 15 to 22 cents a pound. Fresh shoulder, which cost in 1906 from 6 to 10 cents a pound, now costs from 15 to 20 cents a pound. Ten years ago you could buy corned shoulder for from 6 to 10 cents a pound, and that costs from 14 to 20 cents a pound at the present time. Smoked ham, which cost from 10 to 15 cents a pound 10 years ago, now costs from 20 to 30 cents a pound. Fresh ham, which you could buy 10 years ago for anywhere from 8 to 12 cents a pound, you now have to pay 18 to 25 cents a pound for. Ten years ago we were paying from 15 to 20 cents a peck for potatoes, while we have to pay from 35 to 60 cents a peck now. Ten years ago we could buy eggs from 8 to 20 cents a dozen, and they now cost from 25 to 60 cents a dozen.

Coal, which you could have bought 10 years ago for $2.50 to $6.50 a ton, is now from $4 to $8 a ton. The very identical house you could have rented 10 years ago for $10 or $15 you now have to pay from $18 to $25 a month rent for.

Pork was sold 10 years ago from 6 to 12 cents a pound, and now you have to pay from 15 to 25 cents a pound for the same pork. Lard which was sold 10 years ago for 8 to 10 cents a pound now sells for from 15 to 20 cents a pound; that is, pure lard. Compound lard, which sold from 5 to 8 cents a pound 10 years ago, now sells from 10 to 15 cents a pound. Creamery butter, which sold from 20 to 30 cents a pound 10 years ago, now sells from 35 to 50 cents a pound. Imitation butter, which sold from 15 to 20 cents a pound 10 years ago, now sells from 25 to 35 cents a pound. How a person with a family can get along on $650 a year salary I can not see. I have here a letter which I wrote to United States Senator John Walter Smith, in which I asked him if he could not obtain an increase of salary for me or have me placed so that I could get an increase. Senator Smith wrote to the Secretary of the Treasury in regard to my case, and I would like to read you my letter to Senator Smith and the reply of the Acting Secretary of the Treasury to Senator Smith in regard to my case. This is the letter I wrote to Senator Smith:

MARCH 24, 1916.

Hon. JOHN WALTER SMITH,
United States Senate, Washington, D. C.

SIR: Will you please use your influence in my behalf with the Secretary of the Treasury and the Commissioner of Internal Revenue to see if you can obtain an increase for me or have me placed that I may get an increase?

I am unable to support my family of four on the small salary of $660 per annum which I am now getting as an unskilled laborer in the Bureau of Internal Revenue, so please help me to get an increase. I have been doing messenger work for a year or more. Why can not I be placed on the rolls as a messenger or as a minor clerk?

I think, as one of your constituents, I am not asking too much, simply to get a small increase in pay of from $5 to $10 more a month.

I was born and raised in Milestown district, St. Marys County, fifth congressional district of the State of Maryland.

As to my ability as a messenger, I beg to refer you to Chief of Law Division, Mr. P. S. Talbert; Mr. B. C. Keith, Chief of Miscellaneous Division; Mr. Hubbard, Chief of Assessment Division; and Mr. Marstella and Mr. Hyam, section chiefs in the same division; Mr. P. S. Stephenson, Mr. T. E. King, and Mr. Wilbur, chief and section chiefs, respectively, in the Division of Distilled Spirits; and Mr. G. Brenizer, Chief of Claims Division.

I sincerely trust that you will work for the passage of the Nolan bill. Hoping that you will do all in your power to assist me, I am,

Respectfully,

JAMES C. CHESELDINE,
Bureau of Internal Revenue, Treasury Department.

This is the reply of the department to Senator Smith:

TREASURY DEPARTMENT,
Washington, March 30, 1916.

MY DEAR SENATOR: I have your letter of March 28 in behalf of the promotion of James C. Cheseldine, an employee in the Office of the Commissioner of Internal Revenue.

I have looked into the matter and find that Mr. Cheseldine is an unclassified laborer, having been transferred to the department some years ago from a similar position in the War Department. As he is an unclassified employee, he has no civil-service status that would permit the department to promote him to any position paying a greater salary than he now receives.

Sincerely, yours,

B. R. NEWTON, *Acting Secretary.*

Hon. JOHN WALTER SMITH,
United States Senate.

I can not see what incentive a man has for going into a Government department at a certain salary if he can not get a promotion of a few dollars a month. In any outside employment where a man may work he gets a promotion in a reasonable length of time, all along the line. When you get into a Government department, if you are an unclassified employee, there is no chance to get a promotion unless you pass a civil-service examination.

So far as getting an appointment from my State is concerned, I was told positively there was no need for me to pass a civil-service examination, because the quota from my State is more than full. That discouraged me. Why should I try to do everything to please everybody, when I have no chance for promotion. I think I am liked in the department by the chiefs under whom I have worked. I have a wife and two children. My wife is an invalid. One-half the time I do not know whether I will go home and find her dead or alive. She is subject to nervous prostration. I have had to keep one of my children at home from school because he had no shoes to wear this last winter. Why? Simply because of the small salary I get as a Government employee.

Let me show you something. Here is a lunch which cost me 10 cents to put up this morning. There is 10 cents worth of meat in that lunch. How do you expect a man to get along on a salary of $660 a year with an invalid wife and two small children?

I get 30 days' annual leave a year. When I take that leave I go out sometimes to work, if I can get work from any place. It makes no difference what kind of work it is. I willingly and gladly accept any work I can get. Why? It is for the sake of my wife and children.

I tried several years ago to buy a little home of my own. What were the consequences? I had to give it up. I got so in debt I could not keep up the payments on my home. I have to give up that home and lose all the comfort I would get out of that home, and I lost the money I put into it.

A man who is only getting a salary of $660 a year or less is in very poor circumstances, and he can hardly live on the salary which he gets. In our department there is a man who gets a salary of $500 a year, and he has a wife and five or seven children. If a man can get along on $40 or $50 a month, I think he is very lucky.

Then there is another thing, and that is, if a person with a small salary is in the Government service he can not buy for cash like anybody else. If he goes to the grocer, the grocer will charge him extortionate prices. If I could buy for cash I could do a good deal better. If you do not buy for cash from your grocer, he will charge you from 10 to 15 per cent more than you would pay if you bought for cash elsewhere.

I owe right now bills I have contracted this year on account of sickness, and for household necessities. Those bills amount to about $30 or $35, which I have contracted since the 1st of January.

I have not been able to clothe myself and my wife and children on the small salary which I receive. I have not bought a suit of clothes nor a pair of shoes at a store for the last five years. What I have had have been given to me by my friends, most all I have. The clothes I have on my back now were given to me. It is the same with my little children. I can not possibly meet my expenses on a salary of $660 a year. Just as sure as you owe a bill, if you are in the Government service, the people you owe the bill to know they will get it.

One of them said, "I will get you." He wrote to the chief clerk of the department, and the chief clerk threatened me with discharge if I did not pay the bill immediately. I had to let my wife and children want for different things in order to pay that bill.

As I said before, I will gladly go out and do any kind of work for anyone after office hours for any amount at all. It does not make any difference to me what kind of work it is.

Mr. NOLAN. You spoke about the annual leave of 30 days, with the small salary you are getting. It would be better for you if the Government would give you an allowance for those 30 days and let you work?

Mr. CHESELDINE. They pay me for the time, 30 days.

Mr. NOLAN. If you had that much additional compensation you could use it to better advantage than with the 30 days' leave?

Mr. CHESELDINE. I do not know, because I use my 30 days' leave; when off I am always working out at something.

Mr. NOLAN. You do not have any opportunity of getting a vacation or taking your family for a little bit of outing?

Mr. CHESELDINE. None whatever.

Mr. NOLAN. So that you could use this 30 days to pick up what odd jobs you can to help along?

Mr. CHESELDINE. I go out at nights to work from 6 to 8 and 9 o'clock. I went, I think it was, week before last, out with a man in the department, and I worked until half past 9 or 10 o'clock at

night. I work all day on Sunday and everything else just to pick up a little extras so I can get along.

Mr. NOLAN. The lunch that you showed us here——

Mr. CHESELDINE. That is my lunch here; yes, sir.

Mr. NOLAN. That is your daily lunch?

Mr. CHESELDINE. That is my daily lunch; yes, sir. The small lunch like that cost a man 10 cents.

Mr. NOLAN. That is all you can afford?

Mr. CHESELDINE. That is all I can afford. I can not afford to have luxuries, and have a vacation or go any place. My wife nor I have been down the river. We have not had 15 cents to pay car fare as far as Chevy Chase or any place. The only chance we ever get to go any place is when some friend comes along and gives my wife some tickets for Chesapeake Beach, or down the river some place; that is the only way we can do it.

Mr. NOLAN. How many men are working in your department at $660 per year?

Mr. CHESELDINE. Let us see. There are about 15 or 20, perhaps more; I do not know exactly. That is, under the Treasury Department proper, under the chief clerk's office of the Treasury. I would not say, but I am satisfied that there are somewhere between 20 and 30.

Mr. NOLAN. Do you know anything about the struggle those men have?

Mr. CHESELDINE. I only know by hearsay evidence, sir.

Mr. NOLAN. Even that evidence is to the effect that they have a hard time?

Mr. CHESELDINE. Yes, sir; they do.

Mr. NOLAN. What did you say you pay for rent, Mr. Cheseldine?

Mr. CHESELDINE. I pay $18 for the same house I could have gotten in 1906 for about $12, the very identical house that could have been gotten for $12 is now $16, $18, $20, or $25.

Mr. NOLAN. It takes practically one-third of your salary to pay house rent?

Mr. CHESELDINE. Yes, sir.

Mr. NOLAN. How long have you been in the service?

Mr. CHESELDINE. About nine years.

Mr. NOLAN. And with no chance for advancement?

Mr. CHESELDINE. With no chance for advancement or promotion whatsoever. Mr. Smith's letter stated right there, and his reply by Mr. Newton.

Mr. NOLAN. When you did seek an opportunity for advancement you found your way was blocked entirely?

Mr. CHESELDINE. Yes, sir.

I do not see why there should not be some way by which a man could go into the Government service and after a certain number of years be given a chance for advancement like in a private corporation or concern, without examination. It is not because I can not pass the examination, I will admit that, but why? If I pass the examination there is no show for me to get in, because they would bar me, because they say my State quota is overfull. So, therefore, I would be barred on that. I was told that right at the Civil Service Commission, when I went to inquire about it. I was sent there

by Mr. Thompson, of Mr. Warburg's office. He sent me over to see one of the men.

Mr. NOLAN. Have you anything further to add, Mr. Cheseldine?

Mr. CHESELDINE. Nothing further, only I would say this, that I have such hard times getting along on the salary I get, that my wife, being an invalid, has to take in washing besides what I do on the outside as extra work. She does her own housework, her own washing and ironing, and she takes in other outside washing and ironing to help get along.

Mr. NOLAN. You do not know what it is to have a vacation or any recreation?

Mr. CHESELDINE. No, sir; none whatever.

Mr. NOLAN. If you run into debt, the collector comes around, and if you do not pay you are threatened with discharge?

Mr. CHESELDINE. That is right, to the chief clerk of the department, and you are threatened with discharge; and if it was not for what clothing and things given me I would not have a rag on my back now. Everything has been given to me for the last five years or more, and on the small salaries we get a man can hardly exist, much less live.

Mr. NOLAN. If there is nothing more, Mr. Cheseldine, you may be excused.

STATEMENT OF MR. J. WILLIAM SHEFFER, OF BALTIMORE, MD.

Mr. NOLAN. You may proceed, Mr. Sheffer.

Mr. SHEFFER. Mr. Chairman, I retired from the Internal-Revenue Service about 3½ years ago, voluntarily, having served in the confidential capacity through our collectors of internal revenue from Cleveland's time up to a period of nearly 20 years. When I left the service, after 20 years, I received $1,500. When I entered the service I received $800. I was a public stenographer before I entered the service and was induced to do so by the chairman of the Democratic committee to come in as his private secretary. I entered the service because I looked upon the Government as offering advantages that no other work offered. I worked for nearly three years at $800. At the end of that 3 years—just about the time Mr. Cleveland was defeated—we had a Democratic mayor elected in Baltimore, and I was offered the position of his private secretary at $2,500. The Republican collector of internal revenue persuaded me to remain with him under a promise that he would get me an increase of $300. I accepted that, because the position of private secretary to the mayor was merely for 2 years and my position had been classified by President Cleveland. In a little while longer I was offered another position by one of our large corporations, and I went to the collector and explained the matter to him. He finally got me an increase of $300 more. But during my whole experience of 3 years in the Internal-Revenue Service I only got a raise of $100 without forcing the Government to do so.

I left the service, as I said 3 years ago, to use the knowledge and experience I had acquired in the Government for the benefit of the taxpayers throughout the country, and I am making a little bit more than what I got when I left the service 3½ years ago. But the conditions that are confronting me and confronting other men

to-day have been existing in the Government service all these years, and I think the Government ought not to seek to pay the wages that others on the outside pay, but on the contrary should set up an example.

You can readily see that our men are not being paid properly. They make—many of us make sacrifices which we should not have to make, and I want to ask that your subcommittee, as well as your general committee, will give the consideration due to the facts which have been brought out not only by our people here but by others who have been brought before your committee time and time again.

I want to thank you very much for the interest you have taken on the part of the men throughout the country, and particularly for the courtesy you have extended to those whom I have brought over from Baltimore. I thank you very much.

STATEMENT OF MRS. M. A. PARKER, 44 RHODE ISLAND AVENUE NE., WASHINGTON, D. C.

Mrs. PARKER. Mr. Chairman, when we were here last Thursday there was a statement submitted containing the name and address of a Government employee here in Washington. He and his wife, after thinking the matter over—and they feel rather sensitive about having their affairs brought out so publicly—have asked that the name be not made public. They do not mind giving the name to you, Mr. Chairman, as chairman of the subcommittee and to the members of the committee, but they would not like to have it printed in the record, if it is likely that that would be done.

The CHAIRMAN. If the name is given without any request to hold it out of the record, it naturally would go into the record. But if they request that the name be not put into the record, we will withhold it from the record.

Mrs. PARKER. I have here that man's statement, and I will give it to the committee. It is addressed to Hon. D. J. Lewis, chairman of the Committee on Labor, House of Representatives, Washington, D. C. He says:

Will you permit me to submit for the consideration of your honorable committee a statement of my own case of a low-wage employee of the Government. I make this request, as I believe my case is of unusual injustice and hardship.

I entered the service of the Government in 1903 under civil service as a fireman, being assigned to duty at the State, War, and Navy Building, and later, in 1906, was transferred to the Navy Annex, where I have been continuously employed ever since at a wage of $60 per month, but have not performed the duties of fireman since about the first two years of my employment, except for a day or two occasionally in the absence of the firemen. Since the first two years I have performed every kind of work to be performed under the superintendent of the building where I am employed, at one time or another, carpenter, locksmith, dynamo and elevator man. Chiefly, however, for the past 10 years I have performed the duties of engineer and second and first class electrician, and for five or six years I kept the books of the superintendent showing the daily supplies issued. This latter duty I performed at the close of the day's work while the other men were getting ready to leave the building.

I am frequently in charge of the building in the absence of the superintendent when he has occasion to go to the other building, and have had full charge for three or four weeks at a time when the superintendent has been on annual leave.

I am very sure that during the entire 13 years of my Government service I have not lost more than 15, possibly 20, days on account of sickness. The

employees of the building where I work are divided into three groups, A, B, and C, according to efficiency. I am listed at the head of group A, "indicating the highest efficiency."

I am a married man, having a wife and, at present, two children, a daughter of 10 years and a son of 2 years. During the 13 years of my service in the Government I have had the expense of two deaths and three births in my family, and other sickness and expenses incident to the sickness and death of near relatives not of my immediate family.

I have been obliged to supplement my salary of $60 per month received from the Government by doing job printing in the basement of my home evenings, working at setting type and printing, using a foot-power press almost every evening until 10 or 11 o'clock.

I expect you gentlemen all know what that means. It is hard, laborious work.

During the time of my annual leave I make baskets which I sell wholesale to the department stores for bundle baskets. To make the baskets I have had to buy the logs and make the splints before I could begin weaving the baskets, and sometimes, as last year, I had to borrow the money with which to buy the logs.

I happen to know that from personal knowledge, Mr. Chairman. In fact, I know that all the things this man is stating are true. I know all of that from my own personal knowledge of him and his family.

I have had to deny myself and my family every pleasure, outside of our home. Theaters and lectures are not for us. An open-air band concert furnishes about all the music we have enjoyed. Some years ago one day or afternoon down the river by boat, or an afternoon on Sunday at the Zoo, once or twice each summer, has constituted our summer relaxation and pleasure.

My wife has always worked as hard as I have to keep our home and care for our children. She does the family sewing, making not only the garments worn in the house but has made their street coats, trims her own hats, and in every way possible has aided me with the family finances. Few men have a better kept home, according to their means, than I have. But I realize that I can not continue to lay the physical burdens upon my wife or myself in the coming years as I have in the past, and yet the expense of rearing our children increases each year. For myself, I have not bought a new suit in three years, and for the last one I paid $14, which I am now wearing for street and church.

The employees of our building are required to work full eight hours. This necessitates a hurried breakfast, as I am obliged to leave my home at 7.15 in the morning in order to be able to begin work promptly at 8 o'clock. I eat a limited cold lunch, reaching home in the evening often too weary to get the proper benefit from my dinner, and here, too, I feel no restful sense of the day's work done, knowing that a long evening's work awaits me at the printing press or preparing material for baskets. Seldom do I have time to read the daily paper, if I have one.

He then proceeds to itemize the yearly expenses of himself and his family, as near as he can estimate them, and I am sure that they are rather too low than too high. I know he would not state them incorrectly intentionally, and would not place them too high intentionally.

It is difficult to estimate the yearly expenses for clothing and the incidental expenses of the house, but I think it would be at least $75 or $100, possibly more.

Then he says that his yearly house rent is $264, his yearly coal bill $55, his yearly gas bill $42, his yearly ice bill $12, his yearly bill for groceries $396, his yearly insurance premiums $50.67, the expenses for his family physician in a birth year $42, the expenses

of a nurse in a birth year $20, his yearly milk bill $36, and the yearly cost of the family wash $30.

That does not mean that the wife of this man does not work as hard as the woman who helps her with the family wash. It means that they have a woman for a half a day on Monday to help with the family wash, and therefore the wash for the year costs $30.

He says further that the yearly cost of clothing and incidental expenses of his home amount to $100, and that the yearly expense for car fare and the upkeep of a bicycle is $28.

He sometimes rides a bicycle and sometimes uses the street car, and estimating the two together he finds that the amount would be about $28 a year. When he buys a new tire for his bicycle that is an expense of about $5, and the car fare and the upkeep of the bicycle together are estimated at $28.

The total amount of expenses he estimates at $1,075.67, and he adds, as a footnote, "We have for years depended upon the dispensary for medicines." I know that is true, and I have often gone with the children to the free dispensary.

Mr. NOLAN. This gentleman was here the other day, was he not, ready to testify?

Mrs. PARKER. He was here on Thursday of last week, and he got off again on Wednesday, thinking there would be an afternoon session, but there was not. He uses what little leave he has for earning a few extra dollars, and he hesitated about asking to get off again to-day. However, if it was deemed of sufficient importance for him to come here, I am sure he would come.

Mr. NOLAN. His salary is $60 a month?

Mrs. PARKER. Yes, he receives $60 a month salary. He has had no raise in any way during the 13 years of his service, and he has been doing the work of a thousand dollar man.

It might be asked why this man, if he is such a competent man, has not specialized and taken a civil-service examination for either an engineer's or electrician's position. I might say personally that his mother was left a widow with seven small children, of which he was the oldest, and until his marriage—and I think he married rather late, when he was about 35 or 36 years old—he assisted in the care of his mother's family, or the younger children.

Then he married and, as he states, there have been deaths and births in his family, and the man has really had no opportunity to specialize, although he is an all round efficient man. But I doubt if he could take a creditable examination for the position of electrician, or perhaps as a first-class engineer. Still, he had performed the service of men in both of those positions for the past 10 years. He has books at home on those subjects, and as time permits he makes a study of them.

That is the condition of this man and his family, as near as he can state it. He does the work of a higher class man, but he is on the rolls of the department now as a fireman.

The financial status of the family I can well testify to, because I have been there in health and sickness, at the time of births and deaths, and I know they have labored under a great financial stress. You can tell by the way he employs his evenings, that he is compelled to do all the outside work he can in order to make a sufficient amount to maintain his family.

Mr. NOLAN. The annual salary received by this man is $720?

Mrs. PARKER. Yes, sir.

Mr. NOLAN. And his expenses, as far as he can estimate, amount to $1,075.67. The difference between the salary he receives and his expenses, as he has set them down here, amounts to $355.67?

Mrs. PARKER. Yes.

Mr. NOLAN. And he has to employ his evenings——

Mrs. PARKER (Interposing). Yes, and his vacation time——

Mr. NOLAN (Interposing). He has to spend his vacation period at the printing press and at basket making in order to secure a sufficient amount to meet the expenses of maintaining his family?

Mrs. PARKER. Yes.

Mr. NOLAN. You have had an opportunity to observe this gentleman during a considerable number of years, have you?

Mrs. PARKER. During the entire time of his service in the Government.

Mr. NOLAN. Can you give us any idea as to what effect these long hours, after working all day in the Government service, have had upon his health?

Mrs. PARKER. I am glad you have asked me that question. It is generally supposed that women are the only people who have sick headaches. In my younger years I knew what sick headaches were, but I have never witnessed anyone who has been so perfectly prostrated with sick headaches and indigestion as has this man. Naturally, he would have indigestion because of the way he has to live.

He attends to the furnace in the morning, he rushes from the furnace to the bath, then he goes to his breakfast, and perhaps he has to fix his wheel before he has his breakfast. So that a breakfast, such as it is, eaten in a most unhealthful manner, does not tend to give him a good digestion.

Then he eats a cold lunch. He does not feel that he can afford to buy a warm lunch. He comes home in the evening and his wife says to him, "John, I guess you had better look after the furnace." He had fixed the furnace before he left in the morning, but something had happened to it, and his wife had done the best she could with it, but it had not worked very well, and so she says to him as soon as he comes in, "You had better look after the furnace."

So he goes down the cellar to look after the furnace. Then he comes upstairs and says to his wife: "Now, I have a lot of printing to do this evening and I think we had better have dinner just as quick as we can get it." So his wife hurries dinner and he hurries through it. You know how that will go.

Then his 10-year-old daughter is very much absorbed and interested in her school work. She wants to tell her father all about her school life and her school work. He is absorbed in thinking about what is ahead of him for his evening work, and so he does not take in what his daughter is saying to him. Finally his daughter says, "Father, you are not listening to me." He said, "I was thinking of something else. What is it you were saying?" Then she tells him again. His mind is absorbed with what he is doing on his printing press or in the making of the baskets.

No one of his meals is eaten in a wholesome, healthful manner. You will remember him, I think, Mr. Chairman, from seeing him the other day. He is very tall and very slender, but you probably would not find one man in 500 or one man in a thousand who is more conscientious, or a harder worker, or a more painstaking worker.

I said in a statement I made here last Thursday if it were possible to obtain a promotion for that man without a further civil-service examination, I doubted very much whether the officials above him would give him a recommendation. The reason for that is perfectly plain to me. It might not be to you. He is a useful man where he is, very useful to the man above him. He would not tell you that because he is too loyal.

He has kept the books there for five or six years. All the supplies that are sent out are noted down on cards, and at the close of the day the superintendent is supposed to make a permanent record of those supplies in his book, but for five or six years this man has kept those books, and while the other men in the office are dressing and getting ready for the street, getting ready to go home, this man has been making out those records, and when the higher official goes away he leaves everything in this man's charge. If anything happened this man would be responsible. He has the responsible position of superintendent a great deal of the time, and he performs the duties of the superintendent wholly when the superintendent is on his leave.

Mr. NOLAN. Mrs. Parker, the wishes of this gentleman and his family will be respected, so far as withholding his name is concerned.

Mrs. PARKER. I dare say there is a good deal more I could add to what I have said that would be well within the truth, but I think the case is very strong as it has been presented.

I thank you very much, Mr. Chairman.

(Thereupon at 12.15 o'clock p. m. the subcommittee took a recess until 2 o'clock p. m.)

AFTER RECESS.

The committee reconvened, pursuant to the taking of the recess, at 2.05 p. m.

The CHAIRMAN. Are you ready to go on now?

Mr. CAIN. Yes, sir.

STATEMENT OF MR. GEORGE L. CAIN, PRESIDENT OF THE NATIONAL LEAGUE OF GOVERNMENT EMPLOYEES, OF LYNN, MASS.

Mr. CAIN. Mr. Chairman, I am very pleased to be here to-day, and very thankful for the opportunity that you have given me to say a word in behalf of your bill. I will state that we, as an organization, at three of our conventions, have indorsed the Nolan bill, and the principles therein inculcated.

Year after year the expenses of our country have gone up step by step, until now they exceed over a billion dollars, and yet with all this expense, it is a rare thing for a body of men who work for Uncle Sam, to receive an increase. Congress has passed legislation to relieve the workers in private concerns, but fails to properly take

care of his own. It has inaugurated an eight-hour law for women in the District of Columbia, who work for private concerns and I am going to show you that the Government does not take care of its own women right in the District of Columbia.

A strange notion, determinedly fixed in the minds of some of the people, is that the Government employees are overpaid. The pay of the Government employees should be studied in detail, and when truth has a chance, the pay of the employees will be changed, and an increase given.

The salary of the President in 1854 was $25,000. It was increased to $50,000, and then again increased to $75,000. Congressmen from $4,000 to $5,000 and from $5,000 to $7,500; judges of the United States Supreme Court have had their salaries advanced and Cabinet officers have had their salaries increased 50 per cent, and so the list goes along.

In the thirty-second annual report of the United States Civil Service Commission it is stated that the Government is doing more work to-day, with fewer employees, and with increased economy and efficiency. And yet, regardless of those conditions existing in the United States Government, the employees—speaking of them as a whole—have not received an increase in their compensation, and the question naturally arises, Why?

There is a wide gap to-day between the cost of living and the low wages which many of the Government employees are receiving. The United States Government has neglected its faithful workers and the extremely low salaries paid to them is a national disgrace. Uncle Sam through his subordinates hire men under a subterfuge, simply because they can get them for small pay, and classify them so as they get by, in the expression of the street, and compel them to do the work of mechanics. They will hire a messenger and he will sometimes have to do carpenter work. He may have to do a painter's work. He may do plumber's work, steamfitter's work, and pattern maker's work. And messenger boys, to my knowledge, are working as carpenters, plasterers, elevator conductors, and helping electricians. Attendants are hired who do janitor's work. Why this is allowed I do not know.

I wish to present to you the expense account of a man who receives $720 a year and tries to support a family of four.

House rent for the year	$150.00
Grocery bill for the year	396.00
Coal	35.00
Gasoline for cooking purposes	7.00
Oil for lamps	10.92
Shoes for husband, two pairs a year	5.00
Shoes for wife, one pair a year	3.00
Shoes for boy, four pairs a year	10.00
Hose for husband, 10 pairs, at 10 cents per pair	1.00
Hose for wife, 10 pairs, at 10 cents a pair	1.00
Hose for boy, 10 pairs, at 10 cents a pair	1.00
Clothes for boy, two suits, at $5 per suit	10.00
Insurance	69.68
Miscellaneous bills (household necessities)	40.00

And this bill does not include expenses of clothing for husband and wife, or the payment of doctor's bills, dentistry, medicine bills, etc., and amounts to $739.60.

I wish to state that this family has a young girl in it, who is working in the city of Washington, and therefore her expenses are not put into that bill.

I wish to introduce a letter—I am not going to read it because it will take up too much time, but I will let the letter speak for itself.

Mr. NOLAN. It will be received and incorporated in the record.

The letter above referred to is as follows:

There is a young girl in this family who is working and is self-supporting. As the expenses of this man is more than his yearly salary it is necessary for him to find work to do after his eight hours' work for the Government. What would happen if he could not find these extra jobs to do? He would be compelled to run in debt until it would be almost impossible for him to pay those whom he owed, and those whom he owed could write a letter to the head of the Government department in which he worked, and unless he paid the bills he may lose his position. This man is not given enough to pay his bills, but if he didn't pay them he would be dismissed from the service. This does not look altogether fair for the poor mechanic. This man has asked several times for an increase in salary, but was informed that it would take an act of Congress to get it.

Ten years ago this man's grocery bill was about $240 per year and at present it is about $396 per year, a difference of $156. Ten years ago this man's salary was $720 per annum and to-day it is the same.

I want to read another letter, which was sent to me by our branch of the "League" in Chicago, regarding the expenses of a family of four for one year:

Three meals per day, at 12 cents, $438; house rent, $20 per month, $240; fuel, $50; clothing, underwear, shoes, and stockings, $120; gas for lighting and cooking at $2 per month, $24; car fare, $36; total, $908. Salary for the year, $720; making a deficiency of $188.

Now, this does not include schooling, sickness, dentistry, doctor's bill, or medicine, or anything like that.

I wrote to this man out there, the head of the family, and I asked him how he made up the deficiency, and he wrote back and told me that he didn't wish me to mention his name in this matter, and therefore I am not going to mention it, on the ground that he did not want to have his private affairs brought out for public gaze. But he told me that he had a boy who helped out by selling newspapers and who went around from house to house securing subscriptions to magazines; that his wife took in sewing, and also now and then gave music lessons, in order to make up this $188 deficit, and that the man himself did odd jobs in the evening and on Sundays and on holidays when he was not working for the Government.

So that goes to show plainly that the men who are working for Uncle Sam do not receive a proper compensation in order that they may buy even the necessaries of life, to say nothing of sitting down to a table supplied with good and nourishing food.

I have been present at a number of the hearings here, and I have heard nothing stated as to salaries any lower than $540. I am going to give you, Mr. Chairman, a statement to-day, showing that men working for the Government at the Naval Academy at Annapolis, Md., who have families get the magnificent sum of $300 a year.

Fourteen of the 27 attendants at the Naval Academy are married and have families, and they receive $300 a year; and they have also got to do a lot of extra work in the evenings. Every time they hold a lecture at the Academy in the evening those attendants have to be

there to arrange the tables and arrange the chairs, clean off the blackboards, and look out for the chalk; and then after it is all over they have to clean the place up. They spend many, many hours extra over and above the eight hours, for which they receive no compensation whatever, or compensatory time off, either.

They have also got a large number of men working down at the academy classified as laborers, third class, and they get $1.28 a day. They have some down there as second class who get $1.52 a day. There are 14 of them, and 9 of them are married men with families.

The bakers at the academy get a matter of $50 a month. They work from 6 o'clock in the morning to 7 o'clock at night. Many of them at times are compelled to work to 12.30 at night, or even later, when they have a feast or spread down there. The bakers in the city of Washington, doing a similar class of work, receive anywhere from $80 to $125 a month. We secured statements from the hotels and affidavits from the cooks and presented them to the Navy Department. They are not now in my possession or I would present them to the committee to show you the unfavorable discrimination against those men, who have a large number of midshipmen to take care of—that is, so far as their health is concerned—to see that the food is properly cooked and properly prepared for them, so that they do not get on the sick list.

Mr. NOLAN. Before you pass from that, Mr. Cain, these men that you speak of, in the first instance, receiving a salary of $25 at the Naval Academy—do they receive anything in the nature of subsistence, or do they get accommodations in the way of house rent free, or anything else outside of that $25 per month?

Mr. CAIN. To the best of my knowledge and belief, Mr. Chairman, they do not get anything. I know they do not get house rent, and it is my opinion, from what I have heard, that they do not get anything at the academy in the way of meals.

Mr. NOLAN. Will you make an investigation regarding that phase of it, so as to be certain on that point?

Mr. CAIN. I certainly shall, and I thought I had a memorandum of it here; but I do not find it.

Mr. NOLAN. What salary do the bakers receive that you speak of here?

Mr. CAIN. Fifty dollars a month.

Mr. NOLAN. Do they receive anything else?

Mr. CAIN. They get two meals a day.

Mr. NOLAN. Do they get lodging or any accommodations at all?

Mr. CAIN. No, sir.

Mr. NOLAN. All they get besides the $50 per month are the two meals per day, and they work, ordinarily, from 12 to 14 hours, and sometimes have to work 16 or 18 hours; is that right?

Mr. CAIN. Yes, sir; so I have been informed.

They have a number of watchmen down there at the academy, and in 1878 these watchmen received $2.25 per day, and they were cut down, owing to lack of appropriations, to $2. They have been trying for years to get that compensation returned to them, of 25 cents a day, and I believe that they are going to get the 25 cents a day extra, starting in on the 1st of July, from the Navy Department.

Now, let me tell you what these men have to buy, so far as their wearing apparel is concerned, in order to be watchmen at the Naval

Academy: They have to buy two suits of clothes, that is $40; they have to buy a heavy overcoat, $20; a raincoat, $5; a pair of rubber boots, $4; two caps, $3; one pair of overshoes, $1.50; two pairs of heavy underwear, $5, and two pair of shoes, $10, making a total of $88.50 for their outfit.

At the Naval Acadamy, although not directly connected, so far as the Government is concerned, they have a laundry. This laundry belongs to the Government, but the girls who work for it—the Naval Academy—are not a part and parcel of the Government. They get from $14 to $20 a month. They are not paid for holidays, they are not paid for any overtime, and during the three months when the midshipmen are away on their summer cruise the greater part of them are furloughed, for which they receive no compensation.

Mr. NOLAN. You say they are employed by the Government directly?

Mr. CAIN. No, sir; they are paid by the midshipmen from a fund that they have.

Mr. NOLAN. Is it contributed by the midshipmen or by the Government?

Mr. CAIN. By the midshipmen.

I wish to read to you from a hearing before the Committee on Naval Affairs, House of Representatives, Washintgon, D. C., Friday, February 11, 1916. The section of the hearing which I am going to read from is No. 14, and I shall do that with this point in view: To show you that the work of those 27 attendants, regardless of the extra number of midshipmen that are going to be there at the academy, are only going to be increased 2, making a total of 29 attendants to take care of 1,200 midshipmen soon to be at the academy. The midshipmen even have to pay their own mess out of the appropriation that comes to them in order to live at the Naval Academy.

On page 1337, section 14 of this same hearing, about halfway down, you will find that there are 27 attendants employed at the Naval Academy, and they are per annum men at a salary of $300 per year. They are appointed by the Secretary of the Navy, and if you would discharge one of them you would have to recommend his discharge to the Secretary of the Navy, and he is discharged or not, as the Secretary decides. They are employed as janitors and messengers in the academic departments and in the public buildings. They clean off the blackboards and clean up the rooms and, generally speaking, they are janitors.

Mr. NOLAN. Whose testimony is that?

Mr. CAIN. That is the testimony of Capt. Edward W. Eberle, superintendent of the Naval Academy. He appeared before the Naval Committee.

I do not believe, however, it will be necessary for me to go on and read the testimony in order to show to you that the two extra attendants they have asked for are not going to be able to do this extra work when the midshipmen are increased from 900 to 1,200. It is in the bulletin, nevertheless, Mr. Chairman, and can be referred to by you, if you so desire. No. 14 will give you the information.

The part of Bulletin No. 14, referred to by Mr. Cain, reads as follows:

The CHAIRMAN. Capt. Eberle, I have a letter from the Secretary of the Navy, also some letters from other parties, and some indorsements from the former superintendent of the academy, and other officials, suggesting changes in the rate of pay of the watchmen. I will hand the letter there to you, and ask you what you have to say with reference to it, and also these indorsements.

Mr. ROBERTS. You mentioned also the need of some additional janitors, I think, in view of the increase in the number of midshipmen.

Capt. EBERLE. Yes.

Mr. ROBERTS. Under just what heading are they appropriated for now? Do they come under the watchmen's class?

Commander PRINGLE. No, sir; the appropriation is a little mixed in that respect. There is a man here, under the heading of marine engineering and naval construction, for instance; one attendant is asked for. There are 27 attendants at present employed at the Naval Academy, and they are per annum men, at a salary of $300 per year. They are appointed by the Secretary of the Navy, and if you wish to discharge one of them, you have to recommend his discharge to the Secretary of the Navy, and he is discharged or not, as the Secretary may decide; they are employed as janitors and messengers in the academic departments and in the public buildings, they clean off the blackboards and sweep up the rooms, and, generally speaking, they are janitors.

Mr. OLIVER. You provide them with board and lodging in addition?

Commander PRINGLE. No, sir.

The CHAIRMAN. They are provided by the department, are they not?

Commander PRINGLE. No; you appropriate for them.

The CHAIRMAN. At this point?

Commander PRINGLE. I will show it to you.

Mr. ROBERTS. That is what I wanted to get at.

Commander PRINGLE. If you will look on page 98, Mr. Roberts, the last item of the first paragraph—"27 attendants at $300 each." That is the item.

Mr. ROBERTS. Commissary department, you mean?

Commander PRINGLE. Yes.

Mr. ROBERTS. Twenty-seven attendants?

Commander PRINGLE. Yes.

Mr. ROBERTS. And now it is made 29, and that covers the two additional ones?

Commander PRINGLE. Yes.

Mr. ROBERTS. If that 27 is made 29, it takes care of the additional attendants or janitors they need?

Commander PRINGLE. Yes.

Mr. CALLAWAY. You just want to increase them by two for the 300 additional men you are supposed to bring in?

Commander PRINGLE. Yes.

Mr. CALLAWAY. How do you figure you will be able to make out with such a small number, in the light of the proposed increase of midshipmen?

Commander PRINGLE. One is asked for by the department of marine engineering and naval construction and the other by the department of modern languages, and with the additional midshipmen that they have, they will have more work to do in straightening up the building, etc.

Mr. CALLAWAY. I understand, but you have 27 attendants now?

Commander PRINGLE. Yes.

Mr. CALLAWAY. And you just want to increase it two for these additional 300 men?

Commander PRINGLE. That is all.

Mr. CALLAWAY. And you figure that will be all you will need for the 300 additional men at the academy?

Commander PRINGLE. Yes, sir; they are only used for special purposes.

Mr. CALLAWAY. For what special purposes are they used?

Commander PRINGLE. Generally speaking, their duties are those of janitors. They are used in all the academic buildings, and they do in those buildings the duties that a janitor would ordinarily do.

Mr. CALLAWAY. Have you no janitors there?

Commander PRINGLE. These are the janitors.

Mr. CALLAWAY. Aside from these?

Commander PRINGLE. No, sir.

They have also nine cooks at the Naval Academy that get $300 a year. I will tell you what they pay for house rent or lodging, whichever it happens to be, whether they are married or single.

The first on the list pays $6 a month for lodging; the second pays $9 a month for rent, the third pays $8.50 for rent. The fourth pays $8.50 for lodging; the fifth pays $8.50 for lodging; the sixth pays $8.50 for rent; the seventh pays $5.50 for lodging; the eighth pays $7.50 for rent; and the ninth pays $8.50 for rent, which gives you a very good idea of how they are taking care of themselves with this small amount of money.

I find that these 27 attendants and 9 cooks have families, ranging upwards from 1 to 5, which they have to take care of, with the assistance of some of the churches, good neighbors, and charity organizations in the city of Annapolis.

In order that you may have a pretty good idea of what Uncle Sam thinks about putting up lunches for school children, I would like to have this newspaper clipping placed in the record, as a part of my remarks.

The newspaper clipping above referred to is as follows:

UNCLE SAM, AFTER LONG STUDY, TELLS WHAT TO PUT IN SCHOOL CHILDREN'S LUNCH BASKET.

After an exhaustive study, Uncle Sam's agents in the home economics division of the Department of Agriculture have determined just what you should put in the children's lunch baskets when they go to school.

Nine practical school lunches have been selected. They contain, according to the experts, the right amounts of fats, proteins, starch, sweets, and the thousand and one other things that go to make up food for human consumption.

Here are the nine:

1. Sandwiches with sliced tender meat for filling; baked apples, cookies or a few lumps of sugar.
2. Slices of meat loaf or bean loaf, bread-and-butter sandwiches, stewed fruit, small frosted cakes.
3. Crisp rolls, hollowed out and filled with chopped meat or fish, moistened and seasoned, or mixed with salad dressing; orange, apple, a mixture of sliced fruits or berries; cake.
4. Lettuce or celery sandwiches, cup custard, jelly sandwiches.
5. Cottage cheese and chopped green-pepper sandwiches, or a pot of cream cheese, with bread-and-butter sandwiches; peanut sandwiches, fruit, cake.
6. Hard-boiled eggs, crisp baking powder biscuits, celery or radishes, brown-sugar or maple-sugar sandwiches.
7. Bottle of milk, thin corn bread and butter, dates, apple.
8. Raisin or nut bread, with butter, cheese, orange, maple sugar.
9. Baked bean and lettuce sandwiches, apple sauce, sweet chocolate.

The provision of a bottle of milk is suggesed in one of the menus, but, of course, taking milk to school in warm weather would be impracticable, unless means were provided for keeping it chilled until it is consumed.

I would like to ask the committee how a poorly paid Government employee, such as he who earns $25, $30, $35, $40, $45, $50, and $55 a month, and who has 3 to 13 children to support, is going to provide lunches, such as Uncle Sam has mapped out by the Department of Agriculture?

At one of the hearings which I attended last week, somebody made a statement relative to how they got into the service, and why they remained in the service. I picked up a Popular Magazine the other day, simply as a matter of curiosity, in order to back up some of the statements that had been made. I looked over the advertisements and I find that the correspondence schools can explain, to a very large extent, the reason why Congressmen have on file so many names of men and women, making application for positions in the Government service.

I appeared before a committee a matter of four years ago. I was advocating pensions for Government employees before the Committee on Reform in the Civil Service, and I was asked by one of the members of the committee how did we ever expect to secure a pension for the Government employees when this Congressman states he had the names of nearly a thousand men and women from his district who wanted to get into the Government service, and who would be only too glad to have us put out in order that they might get in. The whole thing is a scheme of the correspondence schools, and that is perfectly natural, but they make the money at the expense of the individuals.

One of their advertisements reads like this: "Stenographers, make this salary-raising test. If you earn only $8 to $15 weekly, we will show you how to double it—$832 to $1,560 yearly."

Now it is only natural for a boy or girl who sees such an advertisement as that, and has ambition, that they should make an attempt to try to earn that amount of money.

Here is another one:

Accounting taught by mail. Good positions in the Treasury Department of the U. S. Government.

Then we have another:

Shorthand in 30 days. Good positions with Uncle Sam. Steady work. Life positions. Good pay. Congenial surroundings. Promotions on merit, with salary increases. Short hours. Annual vacation. Sick leave with pay. Many thousands of positions open. Both sexes. No political pull required to get these positions. Only study. We will tell you how to do it. Let us train you by mail.

Then we have another one:

Expert tree operators are required. Earn big pay as a tree expert. From a farmhand at $25 monthly, with its drudgery, to a tree expert, at $3,000 to $3,500 per year. A few months study at home, in your spare time, will fit you to earn this amount. Uncle Sam needs you in his national forest reserve.

I state the above in reply to the question that was asked. I find that one of the schools, without mentioning its name, has 34 district offices in the United States. It has agencies in 32 foreign countries, in which they have very large and expensive offices. They make great window displays. They have men walking in front of the windows, passing out circulars, and asking people to register and take the examinations. They have agencies in every plant of any importance throughout the country, and they have regular agents and collectors, outside of these men who work in those plants.

I believe this company I refer to makes the broad statement that they enroll 150,000 students annually; to say nothing of the hundreds of thousands enrolled by other correspondence schools, and that, gentlemen, is the answer to the question, why Congressmen have so many applications for positions by men and women who wish to go to work for the Government.

I find, on looking over the report of a board of education, that only 5 per cent of 16,000,000 children who leave the graded schools enter high schools, and the reason is plainly seen why the men in the employ of Uncle Sam who have families can not send their children to the high school, and they form a part of the 16,000,000, or 800,000, which is 5 per cent of 16,000,000, who are not able to enter high schools.

Mr. NOLAN. In order to get that correctly, is it 5 per cent who do not, or is it 5 per cent of the 16,000,000 who do?

Mr. CAIN. How have I got it?

Mr. DOLAN. Five per cent of 800,000.

Mr. CAIN. No; I meant 5 per cent of 16,000,000 only enter high schools from the graded schools.

Mr. NOLAN. There are 15,200,000 who do not?

Mr. CAIN. Yes, sir; who do not. And I want to bring out the fact that a great number of the children of the underpaid Government employees form a large part of that 15,200,000, a very large part, Mr. Congressman.

There was a part that I expected to put in just before I made that remark, but I will put it in here. When I was speaking of the correspondence schools, I wanted to show that a great many of the clerks working in the Department of Commerce have worked overtime far in excess of their annual and sick leave, and I want to incorporate that as a part of my remarks, without reading it, in order not to take up too much time.

(The paper offered by Mr. Cain is as follows:)

EXCEEDS ANNUAL LEAVE—OVERTIME WORK BY 14 CLERKS SUBJECT OF REPORT.

Overtime work of the 14 employees of the office of the chief clerk of the Department of Commerce more than compensated for the total amount of annual and sick leave taken by those employees, according to a report made to-day to Secretary Redfield by George C. Havenner, chief clerk.

The annual leave taken amounted to 342 days 4 hours and 30 minutes; the sick leave 51 days 3 hours and 30 minutes, and the overtime 380 days 6 hours and 10 minutes.

"The figures will show," the report said, "that sufficient overtime work was performed by these 14 employees to practically recompense the Government for both the annual and sick leave taken."

I spoke a few moments ago about Congress passing an eight-hour law for the District of Columbia, and I wish to state that right directly across the river in Anacostia we have people who work all kinds of hours in the St. Elizabeth Hospital, and they work there for a very small compensation.

I find that attendants at the hospital are subject to call for any and every duty at any time. At times they are called to drive teams after the eight-hour men have left the grounds and gone home. There is no real occasion for the day men to remain at the hospital after 8 p. m. when the night force comes on, but nevertheless they are compelled to remain there until 8 or 9 o'clock at night during the fall, winter, and early springtime. Attendants nurses, and supervisors on the ward service who have nights off are allowed off only two nights every two weeks. They have to take the patients to the evening entertainments and then return with them to the wards.

I wish to state that the salaries of the employees in the hospitals in the State of Illinois are on the eight-hour basis, and the State Hospital of Illinois was one of the first hospitals in this country to be placed on an eight-hour basis; and I want to compare the salaries and the working conditions of the St. Elizabeth Hospital with the State hospitals in Illinois.

Pay of females at St. Elizabeth Hospital.

Attendants	$15.00–$25.00
Charge attendants	20.00– 30.00
Nurses	20.00– 32.50
Charge nurses	27.50– 42.50
Assistant supervisors	30.00– 50.00
Supervisors	35.00– 62.50

Now, I wish to state that regardless of a maximum and minimum rate being established at this hospital, it is almost impossible to get that rate, I have been informed, unless it is by and through favor. That is, you must be a favorite of some man or woman over you. I am making that statement on the ground that it has been told to me, not by one, but by a number of the employees in the St. Elizabeth Hospital.

In the State of Illinois, where they have the maximum and minimum rate, they have a step rate which increases automatically, and the female attendants get from $25 to $35; graduate nurses, $40 to $55; supervising nurses, $60 to $70; chief nurses, $75 to $100; hydrotherapist, $50 to $70.

I want to say that the hydrotherapist at the St. Elizabeth Hospital has been there for 25 years, and he is receiving now the selfsame compensation that he received when he first started to work there, and this man is thoroughly competent.

Now, referring to the Government hospital concessions to the employees, they have one-half day per week, every third Sunday, every third holiday, 15 days' vacation annually, no sick leave, 12 to 14 hours per day duty; some are not permitted to leave their wards for a period of 35 hours.

Nurses and attendants that work on wards from 6 a. m. to 8 and 9 p. m. are compelled to remain at the hospital until 6 a. m. on call duty, and then resume their active duties and remain until 5 p. m. next day. This makes a total of 35 continuous hours of duty.

The hospital has two barbers, who work 8 hours per day, but are compelled to work every third Sunday as gatekeepers for a period of 14 hours, and their salary is $35 a month each.

The Illinois State Hospital makes concessions to their employees as follows: One day off each week, eight hours per day for all employees, two weeks vacation with pay, changes made weekly, minimum and maximum wage rate, automatic increases, some classes receive increases every six months, others every year. Maximum length of time, five years. These increases come, not by favor, but by right of service or merit.

I wish to state that the two barbers working at the hospital, who get $35 a month, shave 722 people twice a week. They cut the hair of 722 people monthly. Eight hours per day they work as barbers. Every other Sunday they work as gatekeepers from 6 a. m. to 5 p. m. They have every other holiday. They have more patients there at the present time than they have ever had before.

I wish to read from the report made by Dr. White, the superintendent of the St. Elizabeth Hospital, wherein he makes a recommendation that legislation be secured looking toward a change in the name of the Government Hospital for the Insane to that of the Government Hospital, and he recommends this to the Secretary of the Interior, in his annual report. It is stated that this recommendation

is in line with the changes which have been made in other States, changing the names of their institutions from asylums to hospitals, and from insane asylums to State hospitals. I would be very pleased if Dr. White in his next recommendation that he makes to the Secretary of the Interior, would also include a recommendation that the employees receive a higher compensation, and that they work only eight hours a day, and follow out the system adopted by Illinois and other State hospitals through the country in compensation and working conditions as well as change of name.

In one part of his report he makes a detailed account of the quantity and value of fruit and garden truck that is raised on the hospital farm; also the value and quantity of the various articles made in the different shops of the institution.

I wish to state that he has a man employed there, as a gardner or farm hand, who has been there for 10 years, and who receives 87 cents a day, and who walks 6 miles to his work and walks 6 miles back again.

I would like to have incorporated in my remarks three letters that have come from Mr. A. L. Bowen, executive secretary of the State of Illinois State Charities Commission, Springfield, Ill. I would also like to have incorporated a newspaper clipping, under date of November 11, 1915, entitled "Get day off at hospital."

(The letters and newspaper article offered by Mr. Cain are as follows):

STATE OF ILLINOIS,
STATE CHARITIES COMMISSION,
Springfield, November 15, 1915.

GEORGE L. CAIN,
11 La Grange Terrace, Lynn, Mass.

DEAR SIR: In reply to yours of November 6, let me say that all employees of the State charitable institutions under our jurisdiction are now working on the eight-hour day system. This rule applies to every class of employee.

I believe Illinois is the first State in the Union to introduce the eight-hour system in its State institutions, especially in the hospitals for the insane.

Yours, respectfully,

A. L. BOWEN, *Executive Secretary.*

STATE OF ILLINOIS,
STATE CHARITIES COMMISSION,
Springfield, November 24, 1915.

GEORGE L. CAIN,
11 La Grange Terrace, Lynn, Mass.

DEAR SIR: In reply to yours of November 22, I inclose a copy of the revised wage schedule for employees in the State charitable institutions.

As I have explained in other letters, the prisons and reformatories do not come under this class.

You will notice the automatic increase scheme which is provided in this schedule of wages. We consider this automatic increase scheme a very necessary complement to the civil-service law because it relieves the employee of the necessity of depending upon the favor of a superior officer for an increase in wages.

If the service does not have an automatic increase scheme some very grave abuses are of course sure to develop; at least there is the opportunity for favoritism and a feeling of dissatisfaction among employees.

I regret that I have no printed matter on these subjects. They have just gone into effect in Illinois, but outside of a few interviews and some public statements by members of the service nothing has been printed.

Yours, respectfully,

A. L. BOWEN, *Executive Secretary.*

STATE OF ILLINOIS,
STATE CHARITIES COMMISSION,
Springfield, March 3, 1916.

LOUIS D. WATTS,
826 B Street NE., Washington, D. C.

DEAR SIR: In reply to your letter of February 28 I am sending you as complete a file of the Institution Quarterly as I can gather together, and the last biennial report of the State board of administration. I am including General Orders No. 133, which provides for the eight-hour day and the one day of rest in seven, and the automatic wage increase, under which the employees of our State charitable institutions are now working.

Not a great deal has been printed on these subjects. There has been a great deal of talk, inasmuch as we felt it necessary to inform the public, and to educate the superintendents of our institutions.

We still find objections to the operation of the eight-hour system, but we think they will disappear as the three-shift plan gets into better working order. The principal objection is that there is a shifting of responsibility and authority; that one shift puts off to the next work that it should do.

The eight-hour system is going to stay in Illinois. The objections which are raised to it are, in my mind, of no consequence. The old, long-hour system has not a peg on which to stand.

Yours, respectfully,

A. L. BOWEN,
Executive Secretary.

GET DAY OFF AT HOSPITAL—ASYLUM EMPLOYEES GRANTED ONE DAY'S VACATION IN SEVEN.

The recent order of the State board of administration giving employees of State charitable institutions one day's vacation in every seven as well as cutting down a day's work to eight hours, was put into effect at the Elgin State hospital yesterday.

The new ruling will allow almost 30 employees to have their day off on the same day. It will be at least two weeks before the plan will be working smoothly. (Elgin (Ill.) Daily News, Nov. 11, 1915.)

Some of the men who work at St. Elizabeth Hospital, mostly mechanics, draw very small pay as compared with the pay that is received for similar class of work on the outside. One man receives $75 a month; he has been there 20 years, and has 8 children. One man has been there 23 years, receives $55 a month, and has 9 children. Another one has been there for 30 years, receives $45 a month, and has 13 children. Another one has been there 10 years, receives $45 a month, and has 4 children. We have one man, who has been there for 40 consecutive years, and the first year that he went there he got $35, and he is receiving the self-same amount of compensation, after 40 years of service, per month.

Mr. NOLAN. You mean $45 per month, and found.

Mr. CAIN. Found on the outside. He has to pay house rent and run his home. He gets two meals a day. That is the only thing he gets.

We have a man who has been there for 27 years, and he gets $65 a month, and has 5 children. We have another man who has been there for 4 years, and who gets $1.60 a day, and has 3 children. We have another man who has been there for 15 years, who gets $45, and who has 6 children. Another one has been there for 12 years, gets $45 a month, and has 6 children. Another one has been there for 14 years, gets $40 a month, and has 3 children. Another one has been there 26 years, gets $50 a month, and has 4 children. Another one has been there 27 years, gets $55 a month, and has 5 children. Another one has been there 7 years, gets $40

a month, and has 2 children. Another one, who has been there 16 years, gets $65 a month, and has 3 children.

I am only mentioning these, Mr. Chairman, in order that you may see the small amount of money and the long number of years they have served, and the large families that they have, so that when this is put into the record your committee will have a better idea of just how poorly Uncle Sam is really treating faithful employees of the Government.

We have another man who has been there 12 years, gets $45 a month, and has 6 children; another one who has been there 15 years, gets $50 a month, and has 7 children; another one who has been there 3 years, gets $50 a month, and has 5 children; another one who has been there for 5 years, at $40 a month, and has 2 children; one who has been there 48 years, at $50 a month, and has 3 children; one who has been there for 20 years, at $40 a month, and has 4 children; one who has been there for 15 years, at $55 a month, and has 2 children; one who has been there for 12 years, at $55 a month, and has 2 children; one who has been there for 14 years, at $40 a month, and has 3 children; one who has been there for 9 years, at $47.50 a month, and has 4 children; one who has been there for 26 years, at $47.50 a month, and has 4 children, and one who has worked there for 1 year, at $35 a month, and has 2 children.

The pay received by these men who work at St. Elizabeth Hospital is anywhere from 25 to 120 per cent less than the prevailing wage paid in the District of Columbia, and is lower than that paid in any other department of the Government for similar class of work.

Mr. NOLAN. Do all these men that you have referred to here live outside of the institution?

Mr. CAIN. I am inclined to believe that each and every one of them live outside of the confines of the hospital, but some of them receive two meals a day.

Mr. NOLAN. Nothing else, outside of the two meals?

Mr. CAIN. No.

They have a locomotive fireman over there, who gets $25 a month, and found. When I say "found" I mean that according to the estimates of the hospital authorities is at the rate of $12 a month; $3 and $3 and $3 for his meals, and $3 for his house rent, making a total of $12 monthly. That is the way it is figured out at the hospital.

They have a number of electricians over there, and the working conditions for these electricians are not what they should be. They are mechanics, and the law, in so far as it relates to eight hours, should not be evaded. Some of them have worked as many as 70 hours a week, for which they have received no pay. They work night work, from 4.30 to 10 p. m., a total of five and a half hours, for which they receive pay, and from 10 p. m. to 8 a. m., next morning, a total of 10 hours, and they receive no pay for it, but are compelled to stay at the institution and are subject to call any time throughout the night.

The names of these people can be supplied to the committee if it really becomes necessary.

They have also people who work there as instructors, or overseers, and after they have worked their eight hours they have to go on the gate as guardsmen, working from 5 to 8 in the evening.

I have been informed that about 40 per cent of the people who work at St. Elizabeth Hospital live on the outside, and regardless of living on the outside they receive no extra compensation.

In the State of New York, for similar employment, before a man can live on the outside he has to get permission from the superintendent of the institution where he is working, and if he is allowed to live away from the institution a uniform rate of pay is added to his monthly compensation, but not so at St. Elizabeth Hospital.

Some of the men who have worked there for years have, to a certain extent, been reduced in compensation. They used to be furnished quarters, and they used to have their laundry done for them at the hospital. They have to furnish their own quarters now on the outside and they have to pay for their own laundry work. So that is practically a reduction at St. Elizabeth Hospital for faithful employees.

I hold in my hand general orders, No. 133, from the State of Illinois, of the board of administration, that went into effect September 1, 1915, and I want to read this particular part of it on page 10 [reading]:

> Where there is a labor union having generally recognized jurisdiction for the above-named stationary engineers and mechanics, the scale of wages of the union will be paid. If employed by the day, actual time only will be paid for and no maintenance or automatic increase will be allowed.

I will state that the National Brotherhood of Stationary Firemen advises the secretary that the prevailing rates of wages are as follows: At Kankakee, $75; at Peoria, $75; at Elgin, $75; at Lincoln, $75; at Chicago, $90.

And the United Association of Plumbers and Steamfitters advises that the prevailing rate of wages are as follows: Elgin State Hospital, $5 per day; Kankakee State Hospital, $5 per day; Jacksonville State Hospital, $5 per day; Anna State Hospital, $5 per day; Watertown State Hospital, $5 per day; Peoria State Hospital, $5 per day; Chester State Hospital, $4 per day; Chicago State Hospital, $6 per day; Alton State Hospital, $6 per day; Lincoln State School and Colony, $5.50 per day; Illinois School for the Deaf, $6 per day; Illinois School for the Blind, $6 per day; Illinois Industrial Home for the Blind, $6 per day; Illinois Soldiers and Sailors' Home, $6 per day; Soldiers' Widows Home of Illinois, $6 per day; Illinois Soldiers' Orphans Home, $6 per day; Illinois Charitable Eye and Ear Infirmary, $6 per day; State Training School for Girls, $5.50 per day; St. Charles School for Boys, $5.50 per day; State Colony for Epileptics, $4 per day.

Mr. NOLAN. Would that be of any assistance to us here as regards the rates in the District?

Mr. CAIN. Yes.

Mr. NOLAN. Is that rate you speak of here applied to Illinois or applied to the District of Columbia?

Mr. CAIN. No; it applies to Illinois, but over at the St. Elizabeth Hospital they do not comply with those conditions in the District of Columbia, neither do they comply with the conditions in any one of the 10 executive departments where they have a similar class of mechanics.

Mr. NOLAN. What you want to show is those rates of wages applied to the State institutions in Illinois?

Mr. CAIN. That is what I want to show.

Mr. NOLAN. All right.

Mr. CAIN. I wish to state that we have a number of employees at the St. Elizabeth Hospital who do not receive any vacation, and yet they are working side by side with the men who do receive a 30-day vacation.

I wish to introduce a letter written to me by one of the employees of St. Elizabeth Hospital, to show you how the high cost of living has affected him. He has been employed at that institution for many years. [Reading:]

It seems strange, but nevertheless it is true that prior to 1900 I was able to save a few dollars out of my meager salary. But since then the prices for all commodities has been on the increase; it is a problem how to make my present salary make ends meet.

Regardless of the fact that by denying my family of many things which should go to make life happy and it is only by the strictest economy that we are able to drag through some kind of existence on $55 a month with four in the family.

I wish, for the benefit of the committee, to state that the per diem employees of the Government working in the custodian's office, not only receiving small compensation for services rendered, but have lost their vacation; that the Comptroller of the Treasury has recently rendered a decision under date of January 1, 1916, that takes away from those employees the 15-day vacation, and in order to have this directly before the members of the committee, I would be pleased to have this decision of the Comptroller inserted as a part of my statement, as the loss of this vacation means a decrease in compensation. This decision can be found in the decisions of the Comptroller of the Treasury, volume 22, No. 3, January, 1916, and rendered by the Hon. Walter W. Warwick, Comptroller of the Treasury, and can be found on pages 321 and 322 of this specified volume.

PAY OF PER DIEM EMPLOYEES.

Per diem employees of the Treasury Department who, under their contract of employment, are entitled to pay only for days on which they are on duty, may not lawfully be paid compensation for Sundays when they are not on duty or when absent on leave or on account of sickness.

Comptroller Warwick to the Secretary of the Treasury, January 21, 1916:

I have your letter of the 14th instant requesting my decision of questions presented as follows:

"The department is in receipt, from time to time, of petitions asking that employees, such as watchmen, firemen, coal passers, etc., heretofore assigned to duty seven days each week, be assigned for six days per week, and, where it is necessary to be assigned on Sunday, that one day each week be allowed as compensatory leave.

"(1) This matter presents no difficulties in the case of per annum employees, but your decision is requested whether per diem employees can be assigned to service six days per week and be allowed pay for seven days during this period.

"The following is a copy of a letter of appointment for a per diem employee, this form being used in all cases:

"'SIR: By direction of the Secretary and as recommended by the custodian of the U. S. appraiser's warehouse building at New York, N. Y., in a communication of the 9th ultimo, you are hereby appointed a fireman in that building, with compensation at the rate of three dollars ($3) per diem, payable from

the appropriation for "Operating force for public building," new position, the appointment to take effect from date of oath.'

"(2) Your decision is also requested in the case of a per diem employee absent on account of sickness. Can the usual sick leave be allowed with pay, provided the same is without additional expense to the Government?

"(3) Also whether the annual leave with pay can be allowed such employees if without expense to the Government or detriment to the public service.

"These employees are in the custodian service and the department regulations for such service cover annual and sick leave in accordance with Section IX, paragraphs (1), (2), and (3), Instruction to Custodians, 1905 (paragraph (3) amended November 7, 1908), are as follows:

"'SEC. IX. (1) *Custodians authorized to grant leaves of absence.*—Custodians are authorized, upon the written application of persons who have been regularly employed for more than six months in the assistant custodian and janitor service, at an annual rate of compensation, to grant them leaves of absence, with pay, for a period (exclusive of Sundays and legal holidays) not exceeding fifteen days in the aggregate in any calendar year, with the understanding, however, that such absence shall be without additional expense to the Government and without detriment to the public service. Such leaves may be granted in one or more periods and must be reported to the department upon the proper form at the end of each month.

"'(2) *Absence in excess of fifteen days.*—The Secretary of the Treasury may authorize the custodian to grant an additional leave of absence, under the same conditions as stated in paragraph 1, for a period of fifteen days each, but not to exceed a total of thirty days each in any calendar year, upon written application of a regular employee, approved and forwarded by the custodian to the department.

"'(3) *Absence on account of sickness.*—Absence on account of sickness not to exceed thirty days in any calendar year, with pay, may be allowed by the Secretary of the Treasury, at the expiration of such period of sickness, upon formal application, with satisfactory evidence of sickness and meritorious service, a physician's certificate, and the approving recommendation of the custodian, with the understanding, however, that such absence shall be without additional expense to the Government. Sundays and legal holidays occurring within a period of absence on account of sickness will be charged. Such absence will not be granted in advance.'"

It is understood that the specific questions submitted refer to per diem employees under appointments on the form above quoted, and the purport of the several inquiries is as to whether such employees are entitled under the regulations set out to the per diem compensation on days on which they render no service, as when on leave of absence, or when absent on account of sickness, or for Sundays when they do not work.

It is a general rule that per diem employees are entitled to compensation for days only on which they have actually rendered service, unless there is some specific agreement, regulation, or provision of law to the contrary. (See 20 Comp. Dec., 236, 238.)

I find nothing in your form of letter of appointment of per diem employees in the custodian service or in your regulations governing leaves of absence of employees on annual compensation on account of sickness or otherwise in such service which indicates an agreement or understanding that persons so appointed to the custodian service at a per diem compensation should receive compensation for days on which they render no service. Such employees might be entitled to pay for days declared to be holidays by the joint resolutions of January 6, 1885 (23 Stat., 516), February 23, 1887 (24 Stat., 644), and the act of June 28, 1894, (28 Stat., 96), if they were in a duty status on such holidays, because said laws so specifically provide; but they would not be entitled to compensation on other days unless they have actually rendered service.

Upon the facts appearing in your said letter, the three questions submitted are answered in the negative.

The fault seems to lie, in so far as these per diem employees receiving this 15-day vacation, as to the contract made with them by the Government, and if this contract is not as it should be and prevents them from securing this 15-day vacation, the Government should draft a different form of contract, and one that will give them this particular concession, such as they have for many years enjoyed.

I wish to state that for 20 years under the Coast Guards, that none of the employees working at the Arundel Coal Depot, South Baltimore, ever received pay for a holiday. After they connected with the National League of Government Employees, I took this matter up with Capt. Bertholt, commandant of the Coast Guard, and he secured two decisions from the Comptrollers of the Treasury relative to this matter; both decisions being adverse to the employees being paid for holidays. I found that the particular reason for this was, and this regardless of the fact that other employees of the Government with which I am familiar secures either a 15 or 30 day vacation, Capt. Bertholt very candidly told me that it was the form of contract with which the men entered into the service that prevented them from securing the pay for holidays that the other Government employees received. I earnestly appealed to Capt. Bertholt to give this matter painstaking attention, and I am very pleased to state that, acting in conjunction with other officials of the deparment, this matter was rectified and changed and employees paid for holidays. If the Treasury Department can change the form of the contract of the employees of the Coast Guards Service and give them pay for holidays as they occur throughout the year, it would seem to me that the matter of simple justice that they would give to the employees of the Custodian Service, which is also under the Treasury Department, a similar change in their contract that would give to them a 15-day vacation.

In order to show the committee the wages paid for the lower classes of work in the Custodian Service I wish to have inserted a table that we have prepared showing the United States rate, the State rate, county rate, city rate, and private rate for the positions enumerated on these charts.

City.	United States rate.	City.	County.	Private.	Position.
Cincinnati, Ohio, public property.	$300.00	p. m. $35.00			Charwoman.
Syracuse, N. Y., county courthouse, city hall.		p. w. 7.00	p. d. $1.70		Do.
Greensburg, Pa.	300.00			(6 hrs.) $1.25	Do.
Rochester, N. Y.		p. a. 480.00	p. a. 480.00		Do.
Detroit, Mich.	300.00		p. a. 720.00		Do.
Superior, Wis.	300.00	480.00-540.00			Do.
Kansas City, Mo.	300.00			360.00-480.00	Do.
Aurora, Ill.	300.00	p. h. .28			Do.
St. Louis, Mo.	300.00				
Schools.		p. m. 37.50			Do.
Library		p. m. 40.00			Do.
Chicago, Ill.	325.00	p. m. 57.50		p. m. 42.50	Do.
Milwaukee, Wis., library (5 hours).	300.00	p. a. 480.00			Do.
Public works (5 hours)		p. a. 480.00			Do.
Courthouse			p. m. 40.00		Do.
Madison, Wis.	300.00	p. a. 624.00			Do.
Omaha, Nebr.	300.00	p. m. 50.00	p. m. 50.00	p. m. 50.00	Do.
Minneapolis, Minn.	300.00	p. m. 35.00	p. m. 35.00	p. m. 35.00	Do.
St. Paul, Minn.	300.00	p. m. 50.00		p. m. 40.00	Do.
Buffalo, N. Y.	300.00	p. d. 1.75	p. d. 1.75		Do.
Saratoga Springs, N. Y.		p. m. 75.00			Laborer.
Detroit, Mich.		p. m. 75.00			Do.
Rochester, N. Y.		p. m. 75.00	p. m. 65.00		Do.
Dayton, Ohio.		p. m. 60.00			Do.
Syracuse, N. Y.		p. m. 60.00	p. m. 60.00		Do.
Richmond, Va.	600.00	p. a. 780.00	p. a. 720.00		Do.
Kansas City, Mo.	600.00	p. a. 840.00	p. a. 1,080.00		Do.
Peoria, Ill.	600.00	p. a. 720.00	p. a. 720.00		Do.
Zanesville, Ohio.	600.00	p.a.720.00-960.00			Do.
Burlington, Iowa.	600.00	p.a.780.00-900.00			Do.
Superior, Wis.	600.00	p. a. 840.00	p. a. 840.00		Do.
Kenosha, Wis., schools[1]					Do.
Milwaukee, Wis.		p. a. 840.00	66.66		Do.
Omaha, Nebr.		p. m. 85.00	85.00		Do.
Minneapolis, Minn.	p. m. 50.00	p. m. 75.00	75.00		Do.
St. Paul, Minn.	p. m. 50.00	p. m. 80.00	80.00		Do.
St. Louis, Mo.	p. m. 55.00	p. m. 65.00		p. h. .35	Do.
Chicago, Ill.		p. m. 80.00	72.50		Do.
Johnstown, N. Y.		p. m. 65.00			Do.
Gloversville, N. Y.		p. m. 70.00			Do.

[1] This city pays $5 per month for each $75 to $85 month portable schools, up to four schools.

City.	United States rate.	City.		County.		Private.	Position.
Fulton, N. Y.		p. m.	$70.00				Laborer.
Wilmar, Minn.		p. m.	75.00		$75.00		Fireman.
New Brunswick, N. J.					80.00		
Aurora, Ill., schools, primary and high.		p. a.	840.00–1,200.00				Do.
Johnstown, N. Y.		p. m.	65.00				Do.
Gloversville, N. Y.		p. m.	70.00				Do.
Fulton, N. Y.		p. m.	70.00				Do.
Augusta, Me., insane hospital.		p. m.	65.00				Do.
Bangor, Me.		p. m.	65.00		[1] 75.00		Do.
Saratoga Springs, N. Y.		p. m.	75.00				Do.
Detroit, Mich.		p. m.	80.00				Do.
Chicago Heights, Ill.		p. m.	75.00				Do.
High School		p. m.	90.00				Do.
Washington School		p. m.	85.00				Do.
Rochester, N. Y.		p. m.	65.00		70.00		Do.
Waterworks		p. m.	90.00				Do.
Cincinnati, Ohio				p. d.	2.47		Do.
Water department		p. h.	.35				Do.
Public property		p. h.	.35				Do.
Syracuse, N. Y.		p. w.	18.00	p. w.	18.00		Do.
Richmond, Va.:							
Capitol Building		p. m.	80.00				Do.
Building inspection		p. m.	75.00				Do.
Superior, Wis.		p. m.	70.00				Do.
St. Louis, Mo.		p. m.	70.00				Do.
St. Paul, Minn. (6 days)		p. w.	20.00				Do.
Omaha, Nebr.		p. m.	90.00	p. m.	90.00		Do.
Minneapolis, Minn.	p. m. $80.00	p. m.	75.00	p. m.	75.00		Do.
St. Paul, Minn.		p. m.	70.00	p. m.	70.00		Do.
Milwaukee, Wis.		p. a.	840.00	p. m.	75.00		Do.
Ann Arbor, Mich.	660.00				840.00	$960.00	Do.
Grand Rapids, Mich.	660.00	p. w.	18.00		18.00	18.00	Do.
Richmond, Va.	720.00				740.00		Do.
Zanesville, Ohio	720.00				[2] 660.00		Do.
Keene, N. H.	660.00		1,020.00				Do.
Cincinnati, Ohio			60.00	p. d.	2.75		Watchman.
Richmond, Va.			80.00			[1] 80.00	Do.
Detroit, Mich.			1,000.00				Do.
Rochester, N. Y.			60.00	p. m.	75.00		Do.
Kansas City, Mo.			80.00	p. m.	80.00		Do.
Springfield, Ohio			66.00				Do.
Bangor, Me.	660.00		65.00				Do.
Aurora, Ill.						900.00	Do.
Grand Rapids, Mich.	660.00	p. w.	18.00		18.00	18.00	Do.
Peoria, Ill.	660.00	p. a.	800.00	p. a.	800.00		Do.
Milwaukee, Wis.			840.00	p. m.	66.66		Do.
Omaha, Nebr.		p. m.	90.00	p. m.	90.00		Do.
Minneapolis, Minn.	720.00	p. a.	900.00	p. a.	900.00		Do.
St. Paul, Minn.		p. m.	70.00			[1] 70.00	Do.
Chicago, Ill.						[1] 70.00	Do.
Boston, Mass.			[3]				Do.
Springfield, Ohio			66.66				Elevator conductor.
Detroit, Mich.			960.00				Do.
Buffalo, N. Y.			75.00		75.00		Do.
Rochester, N. Y.			65.00		65.00		Do.
Cincinnati, Ohio			60.00		2.75		Do.
Syracuse, N. Y.			60.00		60.00		Do.
Richmond, Va.			75.00		80.00		Do.
Chicago, Ill.			90.00		90.00		Do.
St. Louis, Mo.			60.00				Do.
Omaha, Nebr.			70.00		70.00		Do.
Minneapolis, Minn.	720.00		75.00		75.00		Do.
St. Paul, Minn.			70.00			[1] 70.00	Do.
Milwaukee, Wis.			840.00		666.00		Do.
Peoria, Ill.	600.00				800.00		Do.
Rochester, N. Y.	720.00		780.00		780.00		Do.
Bangor, Me.	660.00		720.00				Do.
Boston, Mass.						[1] 1,100.00	Do.
Kenosha, Wis.			85.00		75.00		Janitor.
Superior, Wis.			80.00		80.00		Do.
Warren, Ohio			67.50				Do.
Peoria, Ill.		p. w.	18.50	p. m.	75.00		Do.
Greensburg, Pa.		p. a.	1,000.00				Do.
New Brunswick, N. J.		p. m.	80.00				Do.
Schools		p. m.	140.00				Do.
College		p. m.	80.00				Do.
Aurora, Ill.		p. a.	1,200.00				Do.
Schools		p. a.	1,200.00				Do.
Detroit, Mich.		p. a.	1,450.00				Do.

[1] State.
[2] Also rent, light, and fuel.
[3] First year, $800; second year, $1,000; third year, $1,200; after fifth year, $1,400

City.	United States rate.	City.		County.		Private.		Position.
Chicago, Heights, Ill., Washington School.		p. m.	85.00					Janitor.
Rochester, N. Y.		p. a.	125.00	p. m.	75.00			Do.
Wyoming, N. Y.		p. m.	97.50		[1] 75.00			Do.
Keene, N. H.		p. a.	850.00					Do.
Burlington, Ill.		p. a.	900.00					Do.
Greensburg, Wis.		p. m.	$75.00					Do.
Milwaukee, Wis.		p. a.	1,100.00	p. a.	$1,200.00			Do.
Omaha, Nebr.		p. m.	125.00					Do.
St. Paul, Minn.		p. m.	80.00					Do.
St. Louis, Mo.						p. m.	$125.00	Do.
Grand Rapids, Mich.	900.00	p. w.	24.00	p. w.	24.00			Do.
Grafton, W. Va.	600.00	p. a.	840.00		840.00	p. a.	840.00	Do.
Laramie, Wyo.	600.00	p. a.	1,300.00		900.00			Do.
Hamilton, Ohio.	600.00	p. a.	1,260.00		900.00			Do.
Green Bay, Wis.	660.00				900.00			Do.
Kansas City, Mo.		p. m.	120.00		150.00			Do.
Syracuse, N. Y.					90.00			Do.
Canal office.							[1] 1,200.00	Do.
Portland, Oreg.	300.00						480.00	Charwoman.
Houston, Tex.	300.00						14.00	Do.
Ottumwa, Iowa.					[2] 780.00			Do.
Cleveland, Ohio.		p. m.	40.00	p. d.	1.50			Do.
Detroit, Mich., schools (for 10 months).		p. m.	53.24					Do.
Portland, Oreg.	660.00					p. a.	780.00	Laborer.
Ottumwa, Iowa.	600.00	p. a.	950.00	p. a.	780.00			Do.
Nebraska City, Nebr.	600.00			p. a.	660.00			Do.
Elmira, N. Y.	600.00	p. a.	720.00	p. a.	[3] 720.00			Do.
New Ulm, Minn.	600.00					p. a.	840.00	Do.
Tacoma, Wash.		p. m.	75.00	p. m.	75.00	p. m.	65.00	Do.
Des Moines, Iowa.		p. a.	780.00	p. a.	1,780.00			Do.
Portland, Oreg.	720.00					p. a.	900.00	Firemen.
Tacoma, Wash.	720.00	p. a.	1,080.00	p. a.	1,080.00			Do.
Elmira, N. Y.	660.00	p. a.	900.00					Do.
Binghamton, N. Y.	600.00	p. a.	900.00					Do.
Houston, Tex.	660.00			p. a.	900.00			Do.
Des Moines, Iowa.				p. a.	[3] 1,000.00			Do.
Cleveland, Ohio.				p. a.	845.00			Watchmen.
Houston, Tex.	660.00			p. m.	85.00	p. m.	75.00	Do.
Portland, Oreg.	720.00			p. m.	[3] 85.00	p. m.	75.00	Do.
Houston, Tex.	600.00			p. a.	720.00	p. a.	720.00	Elevator conductor.
Indianapolis, Ind.		p. a.	720.00	p. a.	900.00			Do.
Tacoma, Wash.	660.00	p. a.	840.00					Do.
Portland, Oreg.	660.00					p. a.	780.00	Do.
Cleveland, Ohio.		p. m.	70.00	p. m.	75.00			Do.
Portland, Oreg.	p. a. 840.00					p. a.	1,020.00	Janitor.
Tacoma, Wash.	660.00	p. a.	900.00	p. a.	840.00			Do.
Nebraska City, Nebr.	660.00	p. a.	1,080.00					Do.
Binghamton, N. Y.	660.00	p. a.	950.00	p. a.	1,000.00			Do.
Bar Harbor, Me.		p. m.	80.00					Do.
Portland, Oreg.				p. m.	[3] 75.00	p. m.	85.00	Do.
Houston, Tex.	600.00			p. a.	840.00	p. m.	85.00–150.00	Do.

[1] And maintenance. [2] State. [3] Also heat, light, and fuel.

The report and recommendations of the Treasury Department, as submitted to the chairman of the committee, have been gone over very carefully, and we wish to submit the following report as a view of those who represent the employees of the Custodian Service as the salary and per diem rate that should be paid the employees in the Custodian Service:

Bill for regulation salaries, Custodian Service, Treasury Department.

Position.	First class, city.	Second class, city.	Third class, city.
Janitor	$840.00–$1,200.00	$780.00–$900.00	$780.00–$900.00
Assistant janitor	840.00–1,000.00		
Janitor fireman	840.00–1,000.00	780.00–900.00	780.00
Janitor laborer	840.00	780.00	780.00
Engineer	1,000.00–1,800.00	900.00–1,300.00	900.00–1,100.00
Engineer elevator conductor	1,000.00		
Engineer electrician		1,200.00	1,200.00
Engineer janitor		900.00–1,200.00	900.00–1,200.00
Engineer fireman	1,200.00		

Position.	First class, city.	Second class, city.	Third class, city.
Engineer elevator conductor	1,000.00		
Engineer helper	$1,000.00- 1,200.00		
Watchman	900.00	$840.00	$760.00
Watchman laborer	900.00	840.00	760.00
Watchman fireman	900.00	840.00	760.00
Watchman elevator conductor	900.00		
Fireman	900.00	840.00	780.00
Fireman helper	p. d. 2.25- 2.50		
Oiler	940.00		
Fireman watchman	900.00	840.00	760.00
Fireman laborer	900.00	840.00	760.00
Coal passer	840.00	780.00	760.00
Head elevator conductor	1,000.00		
Elevator conductor	900.00	840.00	780.00
Elevator conductor electrician		960.00	
Elevator conductor laborer	900.00	840.00	780.00
Electrician	1,200.00- 1,400.00		
Electrician helper	1,000.00- 1,200.00		
Wireman	1,100.00- 1,300.00		
Lampist	1,000.00		
Foreman laborer	900.00- 1,060.00		
Skilled laborer	900.00		
Laborer	840.00	780.00	760.00
Marble polisher	960.00		
Head charwomen	500.00		
Charwoman	480.00	480.00	480.00
Foreman carpenter	p. d. 5.00		
Carpenter	p. d. 4.00- 5.00		
Painter	p. d. 4.00		
Carpenter helper	p. d. 3.25		
Cabinetmaker	p. d. 4.50		
Machinist	p. d. 4.00		
Steamfitter	p. d. 4.75		
Steamfitter helper	p. d. 3.35		
Foreman plumber	p. d. 5.25		
Plumber	p. d. 4.50		
Iron worker	p. d. 4.00		

I wish to state that the city of Portland, Oreg., under city ordinance No. 10079, states that no person shall receive as a day's wage less than $3, and a day's work shall consist of eight hours' actual time.

So that the Nolan bill calling for $3 minimum is not anything uncommon.

Mr. NOLAN. We understand that outside of Portland, Oreg., a similar situation exists in many other cities of the country.

Mr. CAIN. Oh, yes; I realize that.

Mr. NOLAN. That the same situation that prevails in Portland, Oreg., for $3 a day as the minimum wage exists in various sections of the country on municipal and State work?

Mr. CAIN. And county as well.

Mr. NOLAN. And further, that some communities even go further in fixing the rate of pay than those actually engaged in the Government service by prescribing no less than $3 per day, and no longer than eight hours shall be worked for $3 per day. So that it is not any new condition this bill seeks to establish. You are aware of the fact, Mr. Cain?

Mr. CAIN. Absolutely.

I was connected with the Government for 12 years at the Boston Navy Yard, and for the last three years I have been taking care of the business of the National League entirely free, separate, and distinct from the Government, but while I worked for the Government I had a fair opportunity to find out what the country through the Navy Department did for the men who worked for the Navy, and have made a comparative list, and I have placed them in parallel columns, what the Navy does and what civil service does, and I

would like to have it incorporated. It is rather long for me to read it.

Mr. NOLAN. I think that is information we would like to have, because it gives comparisons.

Mr. CAIN. It is absolutely new and original.

(The data here submitted by Mr. Cain is as follows:)

ADVANTAGES OF THE ENLISTED SERVICE OF THE NAVY AS COMPARED WITH CIVIL SERVICE.

IN THE NAVY.	CIVIL SERVICE.
Steady employment so long as the man renders faithful service and is qualified for reenlistment.	Subject to discharge for lack of work, regardless of ability to continue to render faithful service.
Advancement in grade and rating is steady and flexible; is not dependent upon statutory vacancies, but upon ability, proficiency, and conduct of the man and needs of the service.	No flexibility; advancement contingent upon deaths, discharges, or resignation of men ahead. Therefore naturally slow and undependable as to promotions.
The best man wins and fairness is the general rule.	Favoritism is often shown, to the disadvantage of the man in humble position.
There is a chance to learn a useful trade and to specialize in some vocation which will be of value in the service, or after the sailor has returned to civil life.	There is no such field for self-improvement
There is travel, variety of scene, and even the daily routine is made interesting by diversions such as athletics, minstrel shows, band concerts, special demonstrations, etc., which cost the enlisted men practically nothing.	Same old routine and dull grind day after day and year after year, with no effort made by the department head to create interest or make a diversion.
Employment as a rule is in the fresh air, with maximum of sunshine, sea atmosphere, and healthful surroundings.	Place of occupation is frequently gloomy, stuffy, illy ventilated, and poorly heated in winter and stifling hot in summer.
If taken sick or injured, pay goes on, he is furnished medical attention, nursing, medicines, free. If illness or injury is serious enough to require hospital care, is furnished facilities for treatment in the most modern of hospitals, where he may remain without cost to himself until he is entirely cured.	If employee is taken sick, his pay often stops immediately and always after a limited time. His doctor bills and medicines must be paid for by himself. If required to go to a hospital, the cost wipes out his savings for years, and he oftentimes leaves the hospital before he is fully able to perform labor. The fear of sickness and its attending expenses hangs over the head of a civilian employee as a constant menace.
If permanently disabled in line of duty, the sailor gets a pension varying in size, according to the disability, from $2 to $100 for complete loss of limbs.	There is no pension for the civilian employee or a proper compensation for accident received in line of duty.
The sailor gets a service pension after 10 years' service which is independent of the disability pension and is a reward rather for service than an idemnity for disability.	The civilian employee has no service pension or other compensation whatever. He is left entirely on his own resources.
After 20 years' creditable service, the sailor gets half pay or privilege of admission to the Naval Home.	Gets neither half pay or privilege of any home other than an almshouse.
After 30 years of service an enlisted man may retire with three-	Has no retirement privilege, no matter how many years of faithful and

IN THE NAVY.	CIVIL SERVICE.
fourths of the pay he is receiving, plus compensation in lieu of quarters, clothing, fuel, and light, amounting to $15.75 per month. The total of retired pay for a chief petty officer would amount to nearly $100 a month.	efficient service he has rendered the Government. Many have been discharged after rendering service covering periods from 25 to 40 years.
If a man dies during service, six months' pay is immediately sent to his wife or other dependent beneficiary previously designated by him.	If a civilian dies, his family gets only what is left from his meager wages, and this not over 30 days' compensation.
The recruit is furnished with a $60 outfit of clothing free. His clothes thereafter are furnished him at actual cost to the Government, are well made, and of honest material.	Furnishes his own clothes, which he must buy at retail prices and take his chance with shoddy material, and many times not well finished.
Men have the advantage of educational system—free trade schools, compulsory academic course for recruits, and voluntary instruction for older men, to prepare them for either advancement in the Navy or for useful vocation outside.	No trade schools, no classes, no incentive to work, no time afforded during working hours for instruction, no instructors. Preparation for advancement must be at a disadvantage and at considerable expense.
Are furnished travel allowance of 4 cents per mile upon expiration of enlistment from place of discharge in United States to place of enlistment in United States. If discharged upon medical survey, they are furnished with transportation to their homes in United States.	Pays his own railroad fare when he reports for duty and when he is discharged.
Pay is largely clear, for he has no board bill to pay; lodging is furnished, as are most amusements to and transportation to and from his place of duty.	Must spend the greater share of his pay for living expenses; the rest goes for car fare, movies, ball games, and other recreations, which cost the sailor nothing, as a rule.
Receives liberal rewards for length of service regardless of advancement, even though he has no qualifications for a higher grade, but merits an honorable discharge. His pay is increased on first reenlistment by $7 and on subsequent reenlistments by $4.80 and $5.60.	Receives no advancement, except when promoted to a higher position. Service now clogged in lower grades, due to a lack of an automatic promotion system.
Receives extra compensation for special details involving unusual skill, or extra labor, or hazard; for example, gun-pointers are paid as high as $10 additional; instructors of recruits, $10; coxswains of steam launches, $5; signalmen, $1, $2, and $3; submarine men, $15 a month; divers, $1.20 an hour; aviators, 50 per cent increase, and numerous other allowances.	Receives no extra pay for extra duty or skilled work or risk, except as he is promoted. If late a few minutes is docked, and this regardless of the fact that the night previous he worked several hours overtime, closing up important and necessary business.
Has privilege of depositing his savings, which draw interest of 4 per cent, and have the protection of the United States Government back of them.	Is often the victim of fake savings propositions, and if his savings bank fails he has no recourse. Four per cent safe investments are rare for the small investor.
A sailor with an honorable discharge receives four months' pay as a bounty for reenlistment within four months. If he reenlists the next day he gets 30 days' leave and his pay at the increased rate begins at once, in addition to the four months' bounty pay.	Receives no bounty or other reward for service, nothing to look forward to but old age, a decrease in salary, and later a discharge for no other reason than he has grown old in the service.

IN THE NAVY.	CIVIL SERVICE.
Even though commonplace in intelligence and ability, if faithful has assurance of the increases of pay with each enlistment, and as he approaches the evening of life can depend upon some relaxation with a shore billet, where he can await with equanimity his retirement.	As he grows old has the spector of dismissal ever before him. Newspapers have chronicled deaths by suicide and through a broken heart of aged employees after being dismissed from the service.
Sailors with families living in the vicinity of navy yards have the privilege of buying provisions at the commissary stores at Government prices, with honest weight and measure.	Is required to pay full retail prices for all provisions, etc. The smaller the purchase the higher the price for all necessaries of life.

I hold no brief for the Navy, because I have contended with the department a good many times in the Boston Navy Yard and other navy yards, where the Navy Department has taken sailors off the ship and put them into the shop, doing the work that by right belonged to civilians, and, therefore, in making a comparison, as previously stated, I hold no brief for the Navy Department, but I want to say a great many things they do for the enlisted man is so far superior to that which the Government does for the old and faithful civil-service employees that it ought to be shown up to the country in its true light.

Ever since I was a small boy, Mr. Chairman, I have failed to fully realize just why all the money which was collected in the United States for charity and collected for missionaries was sent out of the country, and why the good intentioned people did not keep that money and protect the many good but poor families who need protection in this country. I hold in my hand a newspaper clipping relative to the refugees in Servia, urging that financial assistance be given them.

I also hold in my hand a newspaper clipping relative to the English, French, Belgium, Armenians, and Russian refugees, but I am unable to find a single advertisement that shows anything like that for the American refugees in the employ of Uncle Sam who receives insufficient money to properly support his family.

Congressman Tinkham, of Massachusetts, has introduced a bill calling for $500,000 for a home for the feeble-minded, and it is to be built in the District of Columbia. I wondered after reading that article how many of the 35,000 or 36,000 employees in the District who work for Uncle Sam at a mighty small salary and become feeble-minded through trying to make both ends meet would ever get into that hospital.

In Minnesota, in the city of Stillwater, they have a State penitentiary where the convicts are able to earn monthly as much, if not more, than some of the Government employees are earning, and they are taken care of to the advantage of themselves and their families, and they receive $50 a month; and last year alone the officials paid out $80,000 to the convicts in that particular penitentiary.

I have been asked by a member of one of the branches situated in New York City if I would have this newspaper clipping incorporated in my remarks. I dislike, I will admit, to have it incorporated in my remarks, but I think I ought to follow out the instructions.

Mr. NOLAN. What is it?

Mr. CAIN. It is "Light House Men and Their Pay." It is a very good article, but it has reference to the Secretary of Commerce.

Mr. NOLAN. If you have been asked to insert it, perhaps you had better do so.

Mr. CAIN. I have been asked to insert it, and therefore I thought I ought to do it, much as I dislike to.

(The newspaper clipping here submitted by Mr. Cain is as follows:)

[Staten Islander. Staten Island, N. Y., Mar. 22, 1916.]

LIGHTHOUSEMEN AND THEIR PAY—ARRAIGNMENT OF SECRETARY REDFIELD AND PRAISE OF INSPECTOR YATES.

To the EDITOR.

SIR: The United States Government is the best in the world to live under, to live for, and fight for, but the worst in the world to work for.

Right here on Staten Island, in the third district, Lighthouse Department, Tompkinsville, are some of the finest laboring men I have ever known, who have given up the best years of their lives working for the Government, and who only receive $2 a day as wages. The Lighthouse Department is part of the Department of Commerce, and at the head of the Department of Commerce is Secretary Redfield, a man who has written many books and articles and made hundreds of speeches on idealistic relations between capital and labor, and is held up to the youth of the land as an example of one of the best employers in the business world.

No man can support a family of even three on Staten Island in comfort nor in decency upon $2 a day. Where is Staten Island's Congressman? What have New York Senators to say about this kind of wage paid to American citizens? The Government expects men to take up arms for their country when called upon, forgetting that Machiavelli said, "Money is not the sinews of war, but men are the sinews of war," and that no man can be sturdy and strong on $2 a day.

I defy Secretary Redfield, with all his vast experience in business, with all his ideals, with all his practicalness, to show how a man can live on $2 a day on Staten Island. Let him give the amount he would allow for rent, for food, for clothing, etc. I defy him to give any real reason for the richest Government on earth to pay such miserly salaries. If his answer should be that it is the current rates, my reply would be that it is the same answer that the sweatshop gives, that the exploiter of labor gives who saps the last ounce of strength and the last dollar from his workingmen. It is the answer the devil would give with all the sanctimonious piety of a false preacher. That an employer can find what sounds like a good answer is as true as that the devil can quote Scripture. A reason can always be found for the most damnable practice in business.

I know that the Lighthouse Department at Tompkinsville, in charge of Joseph T. Yates, has become one of the show spots of the United States for efficiency, for effectiveness in every single way, with a vision of big things to do and the doing of it. This department at Tompkinsville is run with horse sense hitched up with Government honesty and business efficiency, which is a most unusual combination; but then Inspector Yates is an unusual man.

I know intimately the men in the Lighthouse Department, and I know intimately the work they are paid for and how they do it. Does Secretary Redfield? And if he knows, how can he remain silent when laboring men are paid only $2 a day?

Yours, very truly,

HARRY WEINBERGER.

At one of the hearings, one of the Government employees made the statement that he had not been to a theater in 10 years, or to a "movie," and I picked up a newspaper the other day wherein a woman who had two children made appeals for tickets, and I wondered if that was the wife of the man who made that statement before the committee. The thought struck me that that might be

the man. I only draw your attention to that on the ground that the man made the statement and it seems to be applicable.

I have a friend of mine who is in the newspaper business and I read an article in his paper, and it has a direct bearing on the wage question which is now being agitated in the District of Columbia for Government employees, and I asked him how it was that a man could live on $10 a week, as per the article which was in his newspaper. He said the man who wrote that article, Mr. Cain, is one of the best men in the employ of the publishing company that I work for. I asked him in what respect was he the best man. "Well," he said, "in this respect, that we pay him $5,000 a year to tell how a man with a family of six can live on $10 a week."

Under date of April 4, Surg. Gen. Gorgas gave an interesting review of the sanitation work in Havana and Panama, as settings for his economic conclusions, in which he makes the following statement: In Panama after eliminating the disease bearing and banishing yellow fever and malaria, the fact was noted by him that all other disease had been practically banished. This was brought about, in his opinion, by high wages, bringing a better class of workers, providing them with larger living accommodations, and better food. This brought him to the conclusion that the greatest element in sanitation is increase in wages, and established to his satisfaction the close relationship between low wages and disease. He expresed his opinion that conditions in Panama at this moment are superior to those existing in Washington. The time was in the United States, he said, when wage conditions were much better—when men received a "natural wage." He cited the Colonial days, when a man employing another to do a work was required by conditions to pay his employee a little more than he himself could do the work for. A "natural wage" he not only defined as a just wage, but standardized it as the wage that provided all the money that the worker could properly use and nothing more. No where in the United States, he added, do natural wages now obtain.

Dr. A. J. McKelway, of Washington, D. C., secretary of the Southern States of the National Child Labor Committee, in one of his recent reports, stated that:

> Insufficient pay is a curse, and there should be some law that should stop all industries that do not pay a living wage.

From my actual and practical experience of 15 years with the United States Government, I would say that this would mean that Uncle Sam would have to go out of business, as in some of his departments he does not pay a living wage. From a report from the Bureau of Efficiency of the United States Government, I take it that this efficiency commission has determined that a Government employee should be paid a salary or wages ranging from 15 to 30 per cent above the amount which was paid by commercial and manufacturing establishments throughout the country. I believe the Treasury Department should give due consideration to the mechanical force and other employees who are compelled to work seven days a week. I believe that the Government should live up to the laws made by the State relative to a day of rest in seven, and in a great many of the States they have such a law.

I believe it would be a good idea for the several departments of the Government who employ a mechanical force to see that those men are paid the prevailing rate of wages in the vicinity of the establishment where they work, or perhaps a much better idea would be to have a wage board established, similar to that in the Navy Department, which takes care of the forces in the navy yards and naval stations throughout the country each and every year, so that the employees have the opportunity to appear before the wage board and present data as to the prevailing rate of wages in the various crafts. If such a board was established I believe that the employees would receive a higher compensation than they now do, whereas they have got to appeal to one individual and if the employee does not stand in favor with him the chances are that he will not get the increase that by rights belong to him, according to the quantity and quality of work produced.

At the several hearings which I have attended when the employees have been making their statement relative to a married man and a family of five, the question has been asked, Do you favor a higher rate of compensation for the married man? Insofar as the living expenses which I have introduced here covering a family of five it has been used merely as a basis of computation. It must be remembered that there are many more families with more than three children than there are with three children. Of course, Congress could not legislate to meet the demands of the size of a family, and as a consequence a man with a family larger than five, even if this bill passes, would not receive all the necessaries of life as would a man with a smaller family, but his condition would be helped. A single man should receive the same compensation as a married man receives, first, because it would enable him to save a little money and by the time he gets married he would be able to pay for the furnishings of his home and would not have to commence with a burden of debt and, as a rule, if a man goes in debt to get married by the times he has the first debt paid off he has to contract another one, and in some cases this lasts through life. Second, if the single man receives less than the married man, under conditions such as the Government has been operating for the past several years, it would endanger the position of the married man, as is well known, for economic reasons the married man would be the sufferer thereby, being later discharged to make room for the single man who works for a lower rate.

I wish to cite the United States Steel Corporation as to the increases given to the employees since 1907. On January 1 of that year they received 7 per cent increase; January 10, 6¾ per cent increase; February, 1913, a 10 per cent increase; and February, 1916, 10 per cent increase, making a total of 33⅓ per cent.

I still wish to speak on the Steel Trust because they are generally decried as to the pay received by the employees. I find on January 27, 1916, that a total amount of $659,389.42 was distributed in pensions to retired employees of the United States Steel Corporation during 1915. I take this from the fifth annual report of the corporation as to their pension fund. This is an increase of $147,421.52 over the amount paid out in 1914. The report shows that since January 1, 1891, when the fund was established, that $2,234,410.75 has been distributed in pensions, and I compare this statement with the con-

dition in the United States Government as to its lack of taking care of the old and superannuated employees who have given the best years of their lives to the service, and are thrown out upon cold charity.

I will relate an incident that happened directly after the Democratic administration came into power, in 1913, whereby a bureau chief was summoned before one of the committees of Congress and was asked if he had ever discharged any of the old and decrepit employees in the Government service. He said yes, that he had; that he had discharged three of them who had been there many, many years, one of them as long as 42 years. He was asked if there were other employees that he ought to get rid of in his department, and he said yes, he thought there were; and he was questioned by a member of the committee as to why he did not do it, and he said, "Never again will I discharge any of the old employees who have rendered faithful service to the Government, and I want to be very candid with the committee that I would much rather sever my connections than discharge any of the aged and faithful employees again." He was asked by one of the members why he took that position and he said, "Of those three men that I discharged, one of them committed suicide, another died of a broken heart, and the third is now in the poorhouse and liable to die at any moment, and for those reasons I will never again discharge an aged employee while I am in a position and have power to so do. As I have already stated, Mr. Chairman, I would sooner sever my connections and have my conscience clear the rest of my life."

During the Yuletide season Uncle Sam never makes the employees happy by such gifts as the private employers give. I will quote a few which come to me now:

Several firms in Wall Street distributed in the month of December, 1915, at Christmas time $25,000 to their employees.

J. P. Morgan is reported to have given his employees 20 per cent of their annual salaries as Christmas gifts.

Scores of Wall Street brokers give 10 per cent to their employees.

The Central Trust Co. of New York City contributed 50 per cent of its annual pay roll to its thousand employees.

Two hundred and fifty thousand dollars in salary increases to its employees was the Brooklyn Rapid Transit Co.'s Christmas gift, affecting between 6,000 and 7,000 employees.

Potter & Johnson Machine Co., Pawtucket, R. I., granted a 5 per cent increase to its 900 employees.

The Grafton & Knight Manufacturing Co., Worcester, Mass., distributed among its 1,700 employees as bonuses $85,000 for loyalty during the past year.

The J. B. Stetson Co., Philadelphia, Pa., gave 28 deserving employees shares of stock valued at $400 each; in addition to this, every employee received a bonus; 3,075 shares were distributed. They also awarded 318 shares of stock in the Stetson Building and Loan Association to the employees.

The General Chemical Co., with general offices at 25 Broad Street, New York City, distributed $3,000,000 among its 15,000 employees

on a basis of 10 per cent of their earnings the past year as Christmas gifts.

The Pullman people raised salaries aggregating $600,000 for the year 1916; $500,000 of this will go to conductors and porters and the balance to various agents; they number 9,000 out of 27,000.

The Barbour Flax Spinning Co. voluntarily gave their 1,400 employees an increase in wages from 5 to 15 per cent.

The United States Steel Corporation offers 35,000 shares of common stock to its employees on the profit-sharing plan at $85 a share; in 1914 42,826 shares of preferred stock were sold to its employees at $105, and 47,680 shares of common at $57.

Nearly 7,000 men employed by the Pennsylvania Steel Co. will receive an increase of 10 per cent. This was effective February 1, 1916.

Two thousand workers at Washington Steel Plant received a 10 per cent increase, and this affected all employees.

I cite these increases and gifts by private concerns to show you how they appreciate their employees and compare them with some of Uncle Sam's poorly-paid employees.

I thank you, Mr. Congressman.

Mr. NOLAN. I thank you for coming here.

(Thereupon at 4.45 o'clock p. m., the subcommittee stood adjourned to meet at the call of its chairman.)

Additional letters submitted by Federal Employees' Union.

TREASURY DEPARTMENT,
Washington, March 20, 1916.

FEDERAL EMPLOYEES' UNION,
Ouray Building, City.

GENTLEMEN: In response to your call for statements from lower salaried employees in the several Government departments, I wish to give you a few facts in regards to my case. I was appointed to a position in the Agriculture Department in 1906 at $50 per month as skilled laborer. I have served continuously, with the exception of 18 months, with practically no advancement in salary. I was reinstated a little over two years ago and was promoted to $840, and a few months ago to a minor clerkship at $900. The civil service has made a ruling that no minor clerk shall receive over $900 per annum.

I am the head of a family consisting of three members. The increase in the cost of living and the increase in house rent I find that it is just as hard to get along on $900 as it was when I received $600, five years ago. My house rent cost me $25.50 per month; groceries, $24 to $25; clothing, $8 to $10 per month, leaving me with only $14.50 per month for medicine, doctor bills, coal bills, gas bills, and other little incidental expenses, leaving me with not one red penny to lay away for the rainy day. There are several in the same office that I am in who hold minor-clerk positions and have families to support and only receiving $900 per year and have been receiving the same for 7, 8, and 10 years without any promotion and can not receive any promotion under a ruling of the civil service that minor clerks shall not be promoted beyond $900 per annum. While the departments are paying $1,200 and $1,400 to first-grade clerks to perform work that is required of the minor clerks to do and are doing the same grade of work that a lot of $1,200 clerks are doing.

I think that the minor clerks and other subclerical employees should receive some recognition and advancement in wages for their efficiency and continuous service.

Respectfully,

WASHINGTON, D. C., *March 19, 1916.*

To the PRESIDENT OF THE FEDERAL EMPLOYEES' UNION.

MY DEAR SIR: In the Post of to-day it is stated that the Nolan bill is in behalf of Government employees who are not receiving sufficient wages or salaries to enable them to live in reasonable comfort.

The bill provides a minimum salary of $1,080 for all employees under $1,200, which inference is salaries ranging from $480 to $1,000 per annum. Further, that all above $1,000, with salaries from $1,200 to $1,800 or more, be increased 5 per cent yearly until 20 per cent is reached.

I ask, is it just to raise a $1,000 clerk only to $1,080, with a 5 per cent increase for four years, when it is an established fact in every Government office that the majority of $900 and $1,000 clerks do exactly the same work as those drawing $1,200, $1,400, or even $1,800, which latter class, with few exceptions, hold their salaries through favoritism or political preferment?

Do not these fortunate clerks "live in reasonable comfort" on their present salaries?

If so, why should they be increased proportionately more than the $1,000 ones?

Any fair-minded person would see at a glance the injustice of such an inequality in salaries, when all do practically the same clerical work.

I am for the union and shall join very soon. All I ask is fair play.

Very respectfully.

WASHINGTON, D. C., *March 19, 1916.*

FEDERAL EMPLOYEES' UNION.

GENTLEMEN: I am a married man and am also working for one of our Government departments. I am only getting $60 per month, or $720 per year. Now I have to pay $15 a month rent, and also have to pay between $1.25 or $1.75 for a month's gas bill. For the past few months things have advanced, and if it keeps up I can see no way of keeping me out of getting into large debts. We have no one in this city to help us, as all of our people live in Philadelphia. Just a few weeks ago I was sick, and it cost me $6 for doctor and medicine and it was very hard on me. I am no laborer or messenger boy, but I am running a lithograph press, and I was receiving more pay outside than what our Government is paying. Why, even messenger boys and unskilled laborers in our department are receiving just as much I am. I simply think it is ridiculous for the Government to pay married men less than $15 per week. Hoping that your local may succeed in everything they attempt to do do, I remain,

A GOVERNMENT EMPLOYEE.

BOX 1918, WASHINGTON, D. C.,
March 19, 1916.

FEDERAL EMPLOYEES' UNION.

DEAR SIRS: In answer to your appeal to low salaried Government employees in the morning Post, will ask you to regard this as confidential. I am employed at the National Training School for Boys. Have been here 3 years this last time, making it nearly 13 years I have worked here as shoemaker. Am 47 years old. My salary is $45 per month.

The force of boys that work with me make all of the everyday and Sunday shoes worn by these boys.

I was given extra duties nearly a year ago, which requires me to take a family of 50 to 70 boys at 6.15 a. m. until 8 p. m. every other day; eight of these hours I spend in the shop. The rest of the time is spent with the boys, with the exception of half hour at each meal.

Every other day I do my shop duties and relieve the other man while he eats his meals.

I don't get a cent for this extra work.

I have spent a great deal of time learning my trade, and I seem to please those whom I work for, but I am not pleased with my salary. Do hope the Nolan bill will pass. Thanking you, I am,

Yours, truly,

WASHINGTON, D. C., *March 16, 1916.*

FEDERAL EMPLOYEES' UNION,
No. 15007, of A. F. of L.

DEAR SIRS: Below you will find statement of my case.

Have been employed in the Treasury Department as messenger boy for past four a half years at $360 per annum. Under the present laws I find it impossible to get a raise, although I do almost any kind of work. I've been doing laborers work for past two years, negroes working with me getting twice as much salary. Having a mother and an invalid father to help support, I find it pretty hard, most of the time impossible to get along. I'm now 19 years old and I think it pretty tough after 4 years of service to be receiving $30 a month at that age. I'm sure that an appeal of this sort will be given great consideration by such learned men as our lawmakers.

Very sincerely,

_____,
Treasury Dept., Treasurer's Office, Issue Division.

1218 ELEVENTH STREET NW., *March 19, 1916.*

Mrs. JOHN S. BEACH,
Ouray Building.

DEAR MADAM: I should like to call the attention of your committee to the pitiable condition of the clerks in the office of superintendent of documents, Government Printing Office, where I am employed as clerk at $60 per month, with practically no chance for promotion. The situation is as follows: There are several classes of clerical positions or salaries, ranging from $720 to $1,400 per year. The number of clerks in each class is limited by Congress. The clerks have no chance for promotion unless a vacancy occurs by death or resignation in a higher class, then only one can be promoted from each lower class, so you see the chance for promotion is practically nil or very remote at best. And we are helpless unless Congress will do something for our relief, and I earnestly hope sufficient weight can be brought to bear to have this done.

I have been employed in the Government Printing Office 19 years. I have passed the following examinations:

First-grade clerk (departmental). General average, 88.40; arithmetic, 98.

Thirteenth Census examination. General average, 88.70; tabulation and arithmetic, 97.

Clerk, typewriter examination. General average, 82.49; arithmetic, 100.

I am from Virginia and am in the unapportioned service and am not eligible for transfer to one of executive departments, but I have given long and faithful service to the Government. I think it a great reflection upon the merit system that a person of my long term of service, record, and qualifications should be getting the mere pittance of $60 per month.

Hoping that some material benefit may be derived by the Government clerks, especially the low-salaried ones, by this movement and by the efforts of your committee in their behalf, I am,

Most respectfully.

MARCH 20, 1916.

My record shows that on July 25, 1904, I was appointed a clerk at $900 and assigned to the Sixth Auditor's office, the Auditor for the Post Office Department; that on February 1, 1906, I was promoted to $1,000 per annum, and that on January 18, 1909, I was transferred to the Census Bureau, and, although I have now been in this bureau for over seven years, I have received no further promotion, so at this writing I have had but one promotion in 11½ years' service.

In the interim I am free to confess that I have worked harder for the Government than for any private firm.

As you are aware, we have no choice as to the quality of work but have to do that to which we are assigned, and in the Census Bureau it is of a very varied kind. I have, therefore, done both high and low grade work and also field work on three occasions; in fact, worked right along with others receiving from $200 to $400 per annum more than I.

I have been in hopes that by merit I would receive recognition and promotion, but such does not seem to be the method practiced in the bureau. Political

pull does, I know, count, because several men who have been promoted have told me frankly that was how they got their promotion and advised me to govern myself accordingly.

Until recently my family consisted of four people, and had I not been able to do other work at evening and thus augment by salary, I would have been unable to keep myself out of debt.

I am still receiving $1,000 per annum, and the prospects of promotion seems as distant as heretofore, although alleged special agents are appointed by the score at $1,200 and up.

1207A SOUTH CAPITOL STREET,
Washington, D. C., March 18, 1916.

GENTLEMEN: I rejoice in the effort being demonstrated by the officers of the union, and I am in hopes how successful your plans may be. You suggest a living wage. Yes; and I would say an adjustment of the same. Now, what do you think of this; it is as true as the sun is in the skies. I am a fireman in a department where two firemen and a coal passer handles from 15 to 18 tons of coal every eight hours; all $60 a month; the coal passer $40 and $50. Now, the firemen who burn 2 tons are paid what the firemen are that handles seven and eight times the amount. Now, these are undeniable facts. I long to see the day when your call will be heard by every employee from Maine to the Gulf. You are welcome to use this letter if there is a word contained therein that will in any way benefit the cause.

Respectfully, yours,

FIREMAN,
U. S. D. of A., City.

The following are the expenses of one who is employed in the Government service at $75 per month:

Salary		$75.00
Expenses:		
House rent	$20.50	
Groceries for 3	30.00	
Life insurance	4.50	
Fuel and light	4.00	
Laundry	2.00	
		61.00
		14.00

I have $14 per month left to buy clothes and pay doctor's bill, car fare, and other miscellaneous expenses that come in every home.

WASHINGTON, D. C., *March 19, 1916.*

FEDERAL EMPLOYEES' UNION, No. 15007, A. F. OF L.,
Washington, D. C.

GENTLEMEN: Would like to say a few words in regard to the Nolan bill. I understand that hearings will be conducted on this bill Monday morning. The salary paid to watchmen in the Government departments in Washington is, and has been for many years, insufficient to enable them and their families to live in reasonable comfort. The salary is in nearly all the departments the same; that is, $720 per year—less than $2 per day—on account of the fact that we are required to be on duty Sundays and holidays, as well as weekdays. Of course, a single man may be able to do fairly well on the salary now paid to Government watchmen, but most of us have families to support, and therefore our meager salary of $60 per month does not allow us to live in reasonable comfort. We are called upon to go on duty any time, day or night. Of course, most of us are required to be on duty at night, and are very seldom able to be home with our families in the evenings. Hoping that the aforesaid Nolan bill will some day in the near future become a law, I beg to remain,

Very respectfully, yours,

WATCHMAN,
United States Department of Agriculture.

3740 KANAWHA STREET,
Chevy Chase, D. C., March 20, 1916.

The SECRETARY FEDERAL EMPLOYEES' UNION,
Ouray Building, Washington, D. C.

DEAR SIR: In response to the invitation for statements from employees drawing a salary of less than $1,000 as to why their stipends should be increased, I beg to submit the following statement which, in most cases, shows the exact cost of my monthly requirements or necessities:

Interest and taxes on house (without principal)	$25.83
Food	24.00
Water	.60
Coal	12.00
Insurance on property	.78
Fares	2.30
Laundry	1.00
Barber	.50
Repairs to house	8.00
Clothes	5.00
	80.01
Tobacco	3.50
	83.51

I feel sure that any person who is qualified to judge would acknowledge that the figures above-mentioned are decidedly low.

It will be seen that it costs a householder living in anything like comfort fully $1,000 a year to exist, and that it is utterly impossible to save one cent after paying for the necessities of life.

It will, moreover, be seen that my statement includes nothing for recreation or vacation expenses. A man can not afford to go away for a vacation on $1,000 a year.

Yours, faithfully.

MARCH 20, 1916.

To the COMMITTEE OF THE FEDERAL EMPLOYEES UNION.

SIRS: I am another of those $900 clerks. Have been employed in the Government six years, and have had no promotion, although it seems so easy for the higher paid clerks in the division to get a promotion. I am a woman and I have no outside influences; that seems to explain the situation.

The men doing the same kind of work I am doing all get a larger salary than I, though my efficiency record is counted excellent. A person can not work so well under such conditions. Why is it that the men can do less work and get larger salaries?

Very truly.

1320 HARVARD STREET, N. W.,
Washington, D. C., March 19, 1916.

FEDERAL EMPLOYERS UNION, No. 15007.

I am employed in the Treasury building since October 2, 1909. Started at $660 per annum; worked for two years before I received what they called a promotion, when I was promoted to $720 per annum, and I have been struggling along ever since on that salary, notwithstanding that I am eligible for $900 position; but I can't get it for the reason that outsiders are brought in who have influence with the officials, and I am put off with a promise that "you will get the next"; when the next chance comes it is the same story, "you will get the next opening." So I am left struggling along on the same salary with nothing but a promise. That is the way I have been treated ever since I came to Washington.

Seeing I am the only wage earner of the family it is impossible for me to get along and pay my debts on $60 per month, and still they expect me to do the work that a clerk should do. I have to walk 2½ miles every night and morning to and from my work, rain or shine, just because I can't spend 5 cents for car fare. If I did I should have to do without something else. It is enough

to make an honest man dishonest when he knows he is discriminated against as I have been, and I think it high time something was done to give the low-salaried man enough to live on without laying awake nights thinking how he is going to get his next meal.

Respectfully, yours.

MESSRS: I desire to submit the following statement as evidence for better wages for Federal employees:

I have been employed in the service as messenger since May 3, 1915; began with a salary of $50 a month and later increased to $60. I have two children in high-school work. This inducement brought me here.

I rent a house jointly with another family. Both use the kitchen and dining room. My part of the rent, coal, and gas bill is $22.50; my grocery bill about $30; balance for living, church, and school expenses, $7.50.

Before coming here we all took part in church, school, and social activities, and other affairs of the community. Have always encouraged my children to be active in this kind of work, believing this to be an essential part of the education of citizenship.

I find in this city, first, that $7.50 is wholly inadequate to clothe us and meet these demands or any part of them, my children being high spirited.

The results are: If we attend any social features of the church, or the children attend any clubs at school, they are objects of ridicule or charity. My boy, now 16 years of age, has quit school and church and is seeking meager employment rather than submit to this humiliation. He has a strong taste for science and reads many scientific journals. Before he was 14 years old he had successfully constructed a telegraph and operated it. His ambition was to take up scientific work. He is now losing all this hope and will not talk to any one of this subject, except his mother. He wants to abandon the idea of a college or high-school education.

The girl failed on two of her studies and has a dislike to her schoolmates. I have a dentist's bill of $3 a month to pay for her. She has not quit her Sunday-school class yet, but wears the same clothes there as to the high school.

I hope to get out of here as soon as possible unless I get better wages. Under civil-service rules I will be required to work two years before I can be promoted by examination. During my service I have never been late and only taken 10 days' annual leave.

Respectfully submitted.

WASHINGTON, D. C., *March 18, 1916.*

FEDERAL CIVIL SERVICE UNION, No. 15007,
311 Ouray Building, Eighth and G Streets NW, Washington, D. C.:

A member of 15007 handed me one of your circulars, and after reading it would send in my application for membership, but owing to circumstances can not do so at the present time.

In regard to the Nolan bill, it would certainly be a godsend to the laborers, messengers, and watchmen in the Government service, as we can hardly squeeze out a living the way it is. So I send a statement below of what it costs me a year to live, and hundreds of others are in the same fix:

	Per Year.
Rent, $7 per month	$84
Car fare, $4 per month	48
Insurance, family and self	60
Fuel (about)	60
Groceries and supplies	360
Total	612

This is $612, not counting clothes and doctor bills and other incidentals—and me drawing $660 per year and having a wife and four small children, ranging from 3 months to 11 years old. So you see how I am up against it.

About four years ago I had a spell of sickness of about three months duration, and the Associated Charities had to take care of my family and I during that time. I sincerely hope that something may be done to better our situation, and I hope to be a member of the organization soon.

Very respectfully,

_____,
Laborer, Army Medical Museum, Seventh and B Streets SW.

WASHINGTON, D. C., *March 19, 1916.*

UNION No. 15007, A. F. OF L.:

I have been in the Department of Labor since 1906, and the pay that I get I find it too hard to get along with, as increase of the cost of living is being increased.

Yours, respectfully,

_____,
713 Second Street SW.

WASHINGTON, D. C., *March 19, 1916.*

MEETING OF THE FEDERAL EMPLOYEES' UNION, No. 15007, A. F. OF L.:

I have been in the Government for six years and I get $20 a month, and it cost me at least $16 or $17 a month, with car fare; it costs $1 a week. I have to be at work at the State, War, and Navy Department at half past 5 o'clock in the morning.

Yours, respectfully,

M., *713 Second Street SW.*

WASHINGTON, D. C., *March 19, 1916.*

FEDERAL EMPLOYEES' UNION, No. 15007, A. F. OF L.

GENTLEMEN: In answer to your appeal in Sunday Post, I feel as one of the underpaid of the Government. Will say from experience that had I been informed before I left my home of the conditions in the service, the small amount of pay received, I'd never left my happy home to be a slave.

My experience has been costly. I receive $60 per month—nearly half for rent or live in some place that you would be ashamed to be seen coming from; eat, pay outrageous prices for stale food; keep up a little insurance; something to wear; some for church; none for respectable clothes; none for a little pleasure. I find it takes all a man can get out of the amount to exist—not live—merely existing.

In conclusion I pray to God that your struggle for the underpaid of the Government will be a victory for us, as I have said to my family if your cause is defeated we can't stand this another winter. You have my prayers every night and morning for the day to come when the man or woman in the service who do the actual work, such as poor laborers, messengers, elevator conductors, watchmen, who make eight hours now, will receive something in return for their important work.

Yours, truly,

Post Office Department.

No. 35 M STREET, NW.,
Washington, D. C.,
March 18, 1916.

TO THE COMMITTEE FOR THE NOLAN HEARINGS, FROM THE FEDERAL UNION, No. 15007.

DEAR FRIENDS: The classes which occur to me as needing and deserving the blessed Nolan legislation are these:

1. Department watchmen. These get $60 per month, and are on duty Sundays and holidays.

2. Money counters, Treasury. These have a number of rating below $75 a month; I think, $840 per annum, $800, $720, $660, and in the estimates for the next fiscal year reductions are recommended from $800 to $700, and from $700 to $600, and they pay for all undetected counterfeits from their wages. Their conditions of labor, locked up in the basements, are most undesirable, their reward inadequate.

3. The large numbers of employees in the Bureau of Engraving and Printing, who, being well organized, will probably speak for themselves.

4. The sewers and folders, etc., in the Government Printing Office, who, under the beneficent charge of the luxurious Mr. Stillings, often earned only 25 cents a day, and one day only 9 cents. These have the eight-hour day as a maximum, so impressively recommended by our friend, Mr. Borland, as a minimum. One girl became destitute and desperate enough to commit a successful suicide. Even the representatives of the press never found out why

the others did not follow her example. Neither can anyone guess why these girls all remained good and industrious, patiently waiting and praying for a new administration or the death of the old administrator. But they did.

4. The all-day charwomen of the Agriculture and other departments.

These in the Department of Agriculture suffered a reduction of wages two or three years ago, supposed to be on account of the high cost of living, on the theory that Congressmen must live, but charwomen need not unless they find it desirable.

5. Laborers in all the departments.

6. Clerks in Congressional Library. It is as true of the women as of the three to six dependents, and $3 a day is not more than a humane wage for the Government to pay, in order to set an example of decent consideration for the world's workers.

Very respectfully.

RUTH G. D. HAVENS,
Accountant, Treasury.

BALLSTON, VA., *March 19, 1916.*

I would like to add my earnest plea to the good cause of the "minimum wage crusade" by begging you will not forget the hard workers of the Bureau of Engraving and Printing, with their starvation wage and eight-hour day.

An article in the Washington Post of this morning does not mention the bureau among the other departments unless it is included in the Treasury.

As I am a much-interested person I send this, wishing success for the sufferers, having felt the consequence of low wages.

Very respectfully,

A READER OF THE POST.

STATEMENT OF REPRESENTATIVE JOHN I. NOLAN, AUTHOR OF H. R. 11876.

Mr. CHAIRMAN. The bill (H. R. 11876) was drafted and introduced by me after consultation with the officers and members of the Federal Civil Service Employees' Association of the port of San Francisco, composed of civil-service employees, a large number of whom would be benefited if this bill were passed. A great many of these men are employed in the custodian service as watchmen, messengers, firemen, elevator operators, and laborers. The wages of most of these workers have remained stationary for a great many years, while the cost of living has increased by leaps and bounds. They have attempted, from time to time, through petition to the various executive departments, to secure relief in the way of annual increases, but were always met with the statement that the appropriations provided for the operation of the several departments would not permit of increases in their wages. A great many also came under the provisions of appropriations made in lump sums. Several years ago a rider was attached to the legislative, executive, and judicial appropriation bill which prohibits the use of any part of lump-sum appropriations for the raising of salaries; consequently the low-paid employees of the Government service have no other method in seeking relief than to appeal direct to Congress; hence the introduction of this bill.

I include at this point some figures showing the increases in our annual appropriations, covering five-year periods, from 1896 to 1916; also the average annual increase in the total appropriations during that period.

Year.	Total appropriations.	Increase in five years.
1896	$457,088,344.72	
1901	719,278,826.89	$362,190,482.17
1906	765,553,620.06	46,274,793.17
1911	976,742,924.46	211,189,324.40
1916	1,114,937,012.02	138,194,087.56

Increase over 1896, $657,848,667.30.
Average for 20 years, $32,892,433.36.

It will be seen at a glance that the great business institution which this Government is conducting has more than doubled its expenditures in 20 years, a great portion of which increase can be attributed to the rapid increase in prices the Government is called upon to pay yearly for supplies for all of its establishments.

The increase in price of the rations for the Army and the Navy has gone up by leaps and bounds, and this had to be met in the annual appropriation bills. The increase in cost for every other department of the Government for all sorts of commodities and supplies has also increased by leaps and bounds, which had to be met in the annual appropriations; and it made no difference whether these appropriations were purchased in the open market or by competitive bidding, the Government has been compelled to increase its expenditures in order to meet the rapidly increasing prices. But the greatest element that our great governmental establishment needs in the conduct of its business—the laborer to perform the work—has received absolutely no consideration whatever. Especially is this true of the employees receiving less than $1,000 per annum, the lowest paid of all of our Government workers.

If it was necessary for the Government to increase its annual expenditures for the commodities it needs, as well as for supplies to keep the great governmental institution in good working order, is it not also reasonable to assume that the workers themselves, in their homes, need additional revenue to meet the increased prices they were called upon to pay when purchasing the necessaries of life?

In presenting this measure I am doing so in the hope that the Congress of the United States will at last come to the assistance of these willing and faithful employees, and correct a situation that it has allowed to exist only too long, as this is a matter of justice and fairness.

I am including in the record a large number of letters which have been forwarded to me by organizations and individuals in the Government employ. These letters speak for themselves, along with the testimony which has been given before this subcommittee.

I trust the subcommittee will immediately report the measure to the full committee so that the full committee may report an equitable measure to the House of Representatives.

TABLE I.—*Giving number of employees receiving less than at the rate of $1,080 per annum.*

[Data furnished by Hon. John I. Nolan and the computations by the Federation of Federal Civil Service Employees. Table arranged and compiled by F. H. Ainsworth.]

Statutory	32,572
Lump sum	50,817
Per diem	21,664
Total	105,053

Of the above, 25,325 employees receive less than at the rate of $50 per month.

NOTE.—Many of those receiving less than $50 per month also have allowances, such as quarters, subsistence, etc.

TABLE II.—*Giving number of civil-service employees receiving less than at the rate of $1,080 per annum, by departments and independent offices, under three forms of appropriations.*

[Data furnished by Hon. John I. Nolan and the computations, by the Federation of Federal Civil Service Employees. Table arranged and compiled by F. H. Ainsworth.]

Department.	Appropriation.	Employees.	Less than $50 per month.
State	Statutory	76	1
Justice	do	322	48
	Lump sum	450	51
	Per diem	1	.....
		773	99
Treasury [1]			
Post Office	Statutory	25,303	69
	Lump sum	13,022	305
	Per diem	59	3
		38,384	377
War	Statutory	705	27
	Lump sum	14,577	8,210
	Per diem	8,436	4,707
		23,718	12,944
Navy	Statutory	473	109
	Lump sum	426	308
	Per diem	11,221	1,504
		12,120	1,921
Interior	Statutory	1,848	819
	Lump sum	11,800	2,985
	Per diem	103	76
		13,751	3,880
Agriculture	Statutory	1,796	377
	Lump sum	3,740	2,088
	Per diem	71	39
		5,607	2,504
Commerce	Statutory	863	84
	Lump sum	3,525	2,110
	Per diem	51	.....
		4,439	2,194
Labor	Statutory	91	11
	Lump sum	513	24
	Per diem	21	.....
		625	35
White House	Statutory	8	.....

[1] No data.

TABLE II.—*Giving number of civil-service employees receiving less than at the rate of $1,080 per annum, by departments and independent offices, under three forms of appropriations*—Continued.

Department.	Appropriation.	Employees.	Less than $50 per month.
Civil Service Commission	Statutory	91	6
	Lump sum	31	.....
		122	6
Interstate Commerce Commission	Lump sum	287	66
Smithsonian Institution	Lump sum	307	69
	Per diem	42	12
		349	81
Botanic Garden	Lump sum	7	.....
	Per diem	21	9
		28	9
Government Printing Office	Statutory	277	55
	Lump sum	32	10
	Per diem	1,638	40
		1,947	105
Panama Canal	Lump sum	59	16
District of Columbia	Statutory	719	211
	Lump sum	2,041	884
		2,760	1,095

Federal employees receiving less than $3 per day.

WHITE HOUSE.

Three at $720	$2,160
Two at $840	1,680
Two at $900	1,800
One at $1,000	1,000
Total	6,640

THE WHITE HOUSE,
Washington, June 11, 1914.

MY DEAR MR. NOLAN: Referring to your request by telephone this morning for information as to the number of employees of this office whose salaries are less than $3 per day, I beg to say that there are eight employees of this class. Their aggregate salaries at present are $6,640 per annum.

Sincerely, yours,

J. P. TUMULTY,
Secretary to the President.

HON. JOHN I. NOLAN,
House of Representatives.

Statutory positions in the Department of State paying less than $1,095 per annum.

19, at	$1,000
19, at	900
5, at	840
27, at	720
5, at	600
1, at	420

Treasury Department, Feb. 18, 1915.

DEPARTMENTAL SERVICE.

Statutory positions, per annum:

276, at	$1,000
7, at	960
262, at	900
87, at	840
66, at	800
15, at	780
302, at	720
20, at	700
136, at	660
12, at	600
79, at	540
11, at	500
11, at	480
19, at	400
20, at	360
52, at	300
118, at	240
1,393	

Lump-sum appropriations:

Per annum—

18, at	1,000
19, at	900
3, at	840
1, at	720
11, at	700
1, at	939
53	

Lump-sum appropriations—Continued.

Per diem—

79, at	$2.88
1, at	2.85
36, at	2.69
24, at	2.56
104, at	2.50
9, at	2.40
95, at	2.31
622, at	2.24
26, at	2.11
149, at	2.00
212, at	1.92
73, at	1.84
31, at	1.76
957, at	1.75
29, at	1.60
5, at	1.03
2,497	

Piece rates—

In the Bureau of Engraving and Printing	762
In the office of the Auditor for Post Office Department	157

(Lump sum.)

MINT AND ASSAY SERVICE.

Per annum:

1, at	$1,050
17, at	1,000
70, at	900
1, at	850
1, at	840
3, at	800
19, at	780
5, at	720
1, at	650
1, at	625
1, at	600
3, at	550
1, at	480

Per annum:

1, at	$360
1, at	325
1, at	313
4, at	300
131	

Per diem:

26, at	3.00
1, at	2.90
28, at	2.50
1, at	2.00
56	

CUSTODIAN SERVICE.

Per annum:

1, at	$1,080
78, at	1,000
1, at	960
60, at	900
25, at	840
12, at	800
7, at	780
548, at	720
1, at	700
1,073, at	660
1,119, at	600
153, at	540
2, at	500
14, at	480
2, at	400

Per annum:

12, at	$360
6, at	350
101, at	325
640, at	300
3, at	180
3,858	

Per diem:

39, at	3.00
32, at	2.50
49, at	2.25
32, at	2.00
2, at	1.75
154	

(Statutory.)

SUBTREASURY SERVICE.

Per annum:	
1, at	$1,050
21, at	1,000
44, at	900
3, at	850
4, at	840
2, at	800
Per annum:	
31, at	$720
2, at	600
1, at	500
109	

(Lump sum.)

COAST GUARD SERVICE.

Formerly Life-Saving Service.

Per annum:	
272, at	$1,000
2, at	690
16, at	900
1, at	840
1, at	800
1, at	780
2, at	720
9, at	600
1, at	$480
305	
Per month:	
270, at	70
1,700, at	65
1,970	

COAST GUARD SERVICE.

Formerly Revenue-Cutter Service.

2, at	$500
4, at	900
6	

(Lump sum.)

PUBLIC HEALTH SERVICE.

Per annum:	
23, at	$1,080
1, at	1,040
5, at	1,020
1, at	1,000
11, at	960
148, at	900
9, at	880
19, at	840
4, at	800
28, at	780
24, at	720
8, at	700
14, at	660
110, at	600
50, at	540
1, at	510
4, at	500
114, at	480
4, at	450
1, at	438
136, at	420
4, at	390
180, at	360
1, at	330
1, at	324
177, at	300
1, at	270
2, at	250
Per diem:	
26, at	**$240**
1, at	216
3, at	210
6, at	200
28, at	180
1, at	168
11, at	150
1, at	112
21, at	120
3, at	100
1, at	78
3, at	60
1,186	
Per diem:	
9, at	3.00
37, at	2.50
1, at	1.00
3, at	.50
Miscellaneous:	
Per diem when employed—	
2, at	$1
10, at	10
12	
Per hour when employed—	
7, at	0.30

For each examination of surfmen of Coast Guard Service:	
23, at	$2.50
Each vessel inspected—	
3, at	$25
4, at	15
12, at	10
2, at	8
2, at	5
—	
23	

For each examination of surfmen of Coast Guard Service—Continued.	
Each vessel fumigated—	
1, at	$20
2, at	15
1, at	10
—	
4	

(Lump sum.)

INTERNAL-REVENUE SERVICE.

Per annum:	
1, at	$1,050
104, at	1,000
86, at	900
1, at	840
1, at	820
24, at	800
1, at	750
9, at	720
2, at	700
27, at	600
4, at	500
1, at	480

Per annum:	
2, at	$400
1, at	360
80, at	300
1, at	240
3, at	200
6, at	180
1, at	100
3, at	60
1, at	50
—	
359	

2,286 storekeepers, storekeeper-gaugers, and gaugers, who are paid fees.

EMPLOYEES OF THE WAR DEPARTMENT RECEIVING LESS THAN $1,095 PER ANNUM OR LESS THAN $3 PER DIEM.

The column marked (2) designates the number in each grade, by grades, and unclassified civil employees now borne on the rolls or appropriated for, in all branches of the service of the War Department, by grades, whose compensation is specifically fixed in the annual appropriation acts at less than $1,095 per annum.

The column marked (2) designates the number, in each grade, by grades, of classified and unclassified civil employees now borne on the rolls in all branches of the service of the War Department who are paid from "lump-sum" appropriations, but whose compensation is not specifically fixed by law, who are receiving less than $1,095 per annum.

The column marked (3) designates the number, by rate per day, of classified and unclassified civil service employees now borne on the rolls in all branches of the service in the War Department, whose compensation is fixed either by law or regulation at less than $3 per day and paid from "lump-sum" annual appropriations.

Employees of the War Department receiving less than $1,095 per annum.

(1) Statutory positions:	
2, at	$1,080.00
2, at	1,020.00
241, at	1,000.00
1, at	960.00
1, at	950.00
47, at	900.00
92, at	840.00
1, at	780.00
212, at	720.00
61, at	660.00
20, at	600.00
1, at	540.00
4, at	480.00
1, at	360.00

No. 1—Statutory positions—Con.	
1, at	$300.00
1, at	288.00
1, at	250.00
18, at	240.00
—	
707	
(2) Lump-sum appropriations:	
486, at	$1,080.00
4, at	1,068.00
7, at	1,050.00
8, at	1,044.00
5, at	1,040.00
1, at	1,035.00
1, at	1,032.00

(2) Lump-sum appropriations—Contd.	
1, at	$1,025.00
171, at	1,020.00
5, at	1,014.00
1, at	1,009.00
18, at	1,008.00
308, at	1,000.00
2, at	999.60
6, at	996.96
20, at	996.00
33, at	990.00
3, at	980.00
1, at	975.00
1, at	972.00
1, at	966.00
241, at	960.00
1, at	950.00
2, at	948.00
2, at	945.00
1, at	939.00
6, at	936.00
6, at	910.00
1, at	904.00
1,110, at	900.00
1, at	898.00
4, at	897.00
1, at	888.00
1, at	882.00
3, at	876.00
2, at	875.00
2, at	870.00
8, at	864.00
2, at	855.00
10, at	852.00
416, at	840.00
2, at	834.00
17, at	828.00
3, at	819.00
7, at	816.00
14, at	810.00
8, at	804.00
4, at	800.00
2, at	792.00
459, at	780.00
1, at	768.00
16, at	756.00
15, at	750.00
12, at	744.00
26, at	732.00
3, at	730.00
1, at	724.00
1,362, at	720.00
152, at	[1] 720.00
2, at	708.00
2, at	696.00
3, at	684.00
4, at	675.00
38, at	672.00
408, at	660.00
21, at	[1] 660.00
7, at	659.88
1, at	659.00
1, at	657.00
1, at	654.00
47, at	648.00

(2) Lump-sum appropriations—Contd.	
1, at	$640.00
1, at	636.00
3, at	630.00
2, at	626.00
2, at	624.00
1, at	615.00
18, at	612.00
1,164, at	600.00
120, at	[1] 600.00
1, at	598.00
3, at	576.00
1, at	572.00
12, at	570.00
5, at	552.00
1, at	547.50
1,211, at	540.00
105, at	[1] 540.00
3, at	537.00
41, at	528.00
21, at	525.00
3, at	522.00
1, at	520.00
3, at	516.00
13, at	510.00
3, at	504.00
3, at	500.00
15, at	495.00
5, at	492.00
1,051, at	480.00
279, at	[1] 470.00
1, at	468.00
6, at	462.00
3, at	456.00
123, at	450.00
1, at	448.80
1, at	442.40
1, at	435.00
13, at	432.00
4, at	429.00
2, at	422.40
1,157, at	420.00
22, at	[1] 420.00
5, at	402.00
1, at	400.00
15, at	396.00
10, at	390.00
5, at	384.00
45, at	375.00
2, at	374.00
9, at	372.00
239, at	360.00
7, at	[1] 360.00
3, at	342.00
6, at	336.00
50, at	330.00
6, at	320.00
1, at	318.00
1, at	315.00
17, at	312.00
3, at	306.00
576, at	300.00
2, at	[1] 300.00
1, at	288.00
16, at	282.00

[1] And rations.

(2) Lump-sum appropriations—Contd.

15, at	$276.00
4, at	275.00
4, at	270.00
3, at	264.00
37, at	252.00
1, at	246.00
464, at	240.00
1, at	234.00
8, at	225.00
11, at	222.00
1, at	219.00
94, at	216.00
70, at	210.00
16, at	204.00
1, at	201.60
3, at	200.00
19, at	192.00
20, at	186.00
1,541, at	180.00
2. at	174.00
24, at	168.00
10, at	165.00
5, at	160.00
4, at	156.00
87, at	150.00
39, at	144.00
4, at	138.00
57, at	135.00
15, at	132.00
5, at	130.20
38, at	129.00
3, at	126.00
333, at	120.00
18, at	108.00
1, at	105.00
1, at	104.00
10, at	96.00
49, at	90.00
1, at	84.00
1, at	78.00
1, at	75.00
7, at	72.00
3, at	70.00
33, at	60.00
6, at	30.00
15,124	

(3) Per diem employees:

18, at	2.96
4, at	2.88
3, at	2.85
1, at	2.84
113, at	2.80
140, at	2.76
192, at	2.75
15, at	2.72
6, at	2.64
65, at	2.60
5, at	2.59
14, at	2.56
91, at	2.52
445, at	2.50
32, at	2.48
2, at	2.43

(3) Per diem employees—Contd.

42, at	$2.40
23, at	2.35
9, at	2.32
22, at	2.30
508, at	2.25
9, at	2.24
5, at	2.20
59, at	2.16
7, at	2.15
1, at	2.10
6, at	2.08
686, at	2.00
21, at	1.92
9, at	1.90
8, at	1.88
41, at	1.85
260, at	1.84
30, at	1.80
475, at	1.76
295, at	1.75
62, at	1.70
5, at	1.68
6, at	1.65
3, at	1.64
612, at	1.60
87, at	1.52
924, at	1.50
8, at	1.45
18, at	1.44
51, at	1.40
28, at	1.36
16, at	1.35
8, at	1.30
4, at	1.28
365, at	1.25
16, at	1.24
98, at	1.20
278, at	1.16
4, at	1.15
8, at	1.12
24, at	1.10
4, at	1.04
220, at	1.00
35, at	.96
10, at	.90
3, at	.88
27, at	.85
9, at	.80
1, at	.76
234, at	.75
19, at	.70
24, at	.64
2, at	.625
170, at	.60
16, at	.56
1, at	.525
980, at	.50
47, at	.48
2, at	.45
130, at	.40
78, at	.375
137, at	.35
8,436	

Number of employees in—	
Class I, statutory positions	707
Class II, lump-sum appropriations	15,124
Class III, per diem	8,436
Total	24,627

UNITED STATES DEPARTMENT OF AGRICULTURE.

Number of employees on the rolls, by salary grades, receiving less than $1,095 per annum, or $3 per diem.

Statutory positions:	
9, at	$1,080.00
1, at	1,050.00
96, at	1,020.00
237, at	1,000.00
42, at	960.00
460, at	900.00
149, at	840.00
1, at	800.00
31, at	780.00
230, at	720.00
30, at	660.00
142, at	600.00
31, at	540.00
212, at	480.00
5, at	450.00
10, at	420.00
65, at	360.00
7, at	300.00
47, at	240.00
1,805	
Lump-sum appropriations:	
29, at	1,080.00
1, at	1,060.00
1, at	1,050.00
22, at	1,020.00
461, at	1,000.00
134, at	960.00
1, at	950.00
277, at	900.00
361, at	840.00
11, at	810.00
9, at	800.00
9, at	780.00
1, at	756.00
12, at	750.00
103, at	720.00
5, at	700.00
9, at	675.00
14, at	660.00
3, at	650.00
1, at	636.00
6, at	630.00
3, at	625.00
198, at	600.00
1, at	560.00
2, at	550.00
21, at	540.00
1, at	520.00
3, at	510.00
Lump-sum appropriations—Contd.	
69, at	$500.00
117, at	480.00
1, at	466.00
25, at	450.00
11, at	420.00
46, at	400.00
1, at	390.00
1, at	384.00
53, at	360.00
2, at	350.00
2, at	330.00
245, at	300.00
2, at	270.00
52, at	240.00
1, at	225.00
1, at	216.00
3, at	210.00
6, at	200.00
38, at	180.00
4, at	150.00
1, at	144.00
50, at	120.00
1, at	112.00
7, at	110.00
4, at	96.00
1, at	84.00
1, at	80.00
1, at	70.00
61, at	60.00
4, at	56.00
7, at	45.00
3, at	42.00
57, at	40.00
1, at	37.50
5, at	30.00
2, at	25.00
298, at	12.00
876, at	1.00
3,769	
Per diem employees:	
4, at	2.50
1, at	2.30
24, at	2.00
3, at	1.75
34, at	1.50
4, at	1.25
1, at	1.00
71	
Grand total	5,645

The above lists do not include temporary employees. Persons appointed at a monthly compensation, or at a rate other than a regular per diem compensation, have been included on an annual basis.

APRIL 9, 1914.

Statement showing number of regular positions, with salaries, under the Department of Commerce, the compensation of which is less than $1,095 per annum or $3 per diem.

NO. 1.—STATUTORY POSITIONS.

3, at	$1,080
214, at	1,000
15, at	960
220, at	900
3, at	880
24, at	840
4, at	820
1, at	780
129, at	720
9, at	700
21, at	660
2, at	640
3, at	$630
134, at	600
4, at	550
9, at	540
29, at	480
1, at	420
8, at	360
2, at	300
31, at	240
866	

NO. 2.—PAID FROM LUMP-SUM APPROPRIATIONS, WITH ANNUAL SALARIES.

86, at	$1,080
1, at	1,060
2, at	1,032
53, at	1,020
13, at	1,008
14, at	1,000
55, at	960
1, at	948
155, at	900
1, at	876
78, at	840
3, at	820
9, at	816
11, at	804
37, at	800
1, at	790
61, at	780
7, at	760
27, at	756
6, at	750
2, at	732
112, at	720
4, at	708
11, at	700
1, at	695
4, at	684
4, at	680
2, at	675
2, at	672
1, at	670
1, at	665
109, at	660
1, at	650
2, at	648
4, at	640
2, at	636
3, at	625
132, at	624
1, at	620
3, at	612
479, at	600
1, at	585
2, at	576
2, at	575
1, at	$564
26, at	560
131, at	552
5, at	550
217, at	540
2, at	528
5, at	520
140, at	516
9, at	510
6, at	504
5, at	500
1, at	492
531, at	480
4, at	460
111, at	456
15, at	450
103, at	420
1, at	400
2, at	396
3, at	384
1, at	375
455, at	360
1, at	350
2, at	324
127, at	300
1, at	270
1, at	264
4, at	252
1, at	250
62, at	240
5, at	216
14, at	204
33, at	180
18, at	156
8, at	134
45, at	120
2, at	96
2, at	90
1, at	84
3, at	60
1, at	48
3,611	

Notes to statement No. 2.—The total includes 228 enlisted men on vessels in the Coast and Geodetic Survey (estimated), but does not include approximately 156 enlisted men paid by the Insular Government of the Philippine Islands.

The total also includes 17 positions at the General Lighthouse Depot at Tompkinsville, N. Y. (estimated), but it does not include approximately 1,575 laborers in charge of post lights nor does it include nine custodians of lighthouse reservations nominally appointed at $1 per annum.

NO. 3.—PAID FROM LUMP-SUM APPROPRIATIONS, PER DIEM EMPLOYEES.

12,	at	$2.75
6,	at	2.70
6,	at	2.60
1,	at	2.50
4,	at	2.25
20,	at	2.00
2,	at	1.70
51		

SUMMARY.

Regular positions with salaries at less than $1,095 per annum	$866
Employees paid from lump-sum appropriations with salaries less than $1,095 per annum	3,611
Per diem employees paid from lump-sum appropriations at less than $3 per day	51
Total	4,528

These tables do not include approximately 8,800 occasional employments in the various branches of the field service of the department. See letter of transmittal, April 9, 1914.

DEPARTMENT OF LABOR, OFFICE OF THE SECRETARY,
Washington, April 28, 1914.

DEAR SIR: In response to the request contained in your letter of the 6th instant, by direction of the Secretary I inclose herewith a statement showing:

1. The number, in each grade, of classified and unclassified civil employees now borne on the rolls or appropriated for, in all branches of the service of this department, by grades, whose compensation is specifically fixed in the annual appropriation acts at less than 1,095 per annum;

2. The number of the same who are paid from "lump-sum" appropriations, but whose compensation is not specifically fixed by law, who are receiving less than $1,095 per annum;

3. The number, by rate per day, of the same whose compensation is fixed either by law or regulation at less than $3 per day, who are paid from "lump-sum" annual appropriations;

And the whole condensed in tabular form, in duplicate, showing the number of positions and the aggregate salaries paid under items (1) and (2), and the number of employees and the rate under item (3).

Respectfully,

ROBERT C. STARR, *Appointment Clerk.*

Hon. JOHN I. NOLAN,
House of Representatives, Washington, D. C.

No. 1.

CLASSIFIED.

Number.	Salary per annum.	Aggregate.
31	$1,000	$31,000
25	900	22,500
8	840	6,720
12	720	8,640
3	480	1,440
4	660	2,640
83		72,940

No. 1—Continued.

UNCLASSIFIED.

Number.	Salary per annum.	Aggregate.
3	$660	$1,980
5	240	1,200
8		3,180

No. 2.

CLASSIFIED.

Number.	Salary per annum.	Aggregate.	Number.	Salary per annum.	Aggregate.
24	$1,080	$25,920	1	$420	$420
63	1,020	64,260	7	300	2,100
7	1,000	7,000	3	240	720
25	960	24,000	1	216	216
90	900	81,000	2	180	360
94	840	78,960	2	150	300
40	780	31,200	1	96	96
70	720	50,400	1	60	60
1	660	660			
1	600	600	434		368,752
1	480	480			

UNCLASSIFIED.

4	$840	$3,360	8	$600	$4,800
1	800	800	4	480	1,920
2	780	1,560	1	360	360
40	720	28,800			
43	660	28,380	103		69,980

No. 3.—Classified.

Seventeen at $2.50 per day when actually employed, except maximum compensation not to exceed $300 per annum each. Four at $2 per day.

(1) Number of statutory positions, 91; total salary $76,120
(2) Number under lump-sum appropriations, 434; total salary 368,752
(3) Number of per diem employees, 21; salary not to exceed per day each 3

Pay of employees under the jurisdiction of the Navy Department who are receiving less than $1,095 per annum or $3 per diem.

Statutory positions:

6, at	$1,080.00
125, at	1,000.00
1, at	971.28
1, at	960.00
1, at	924.00
56, at	900.00
2, at	846.00
22, at	840.00
1, at	828.00
2, at	800.00
1, at	750.00
22, at	732.00
47, at	720.00
6, at	700.00

Statutory positions—Continued.

35, at	$660.00
42, at	600.00
8, at	540.00
1, at	500.00
13, at	480.00
9, at	420.00
7, at	400.00
13, at	360.00
36, at	300.00
3, at	240.00
2, at	216.00
17, at	192.00
479	

Lump-sum appropriations:	
3, at	$1,080.00
3, at	1,020.00
12, at	1,000.00
6, at	960.00
19, at	900.00
15, at	840.00
1, at	820.00
4, at	780.00
48, at	720.00
1, at	672.00
7, at	660.00
2, at	624.00
41, at	600.00
1, at	576.00
1, at	552.00
23, at	540.00
1, at	510.00
3, at	504.00
1, at	492.00
37, at	480.00
1, at	444.00
3, at	432.00
39, at	420.00
2, at	400.00
2, at	384.00
46, at	360.00
2, at	336.00
36, at	300.00
2, at	288.00
11, at	264.00
1, at	252.00
22, at	240.00
3, at	228.00
3, at	216.00
2, at	204.00
1, at	192.00
4, at	180.00
1, at	155.40
1, at	144.00
1, at	131.52
2, at	120.00
4, at	119.52
1, at	113.64
5, at	107.52
1, at	96.00
1, at	95.64
2, at	89.64
1, at	72.00
429	
Per diem employees:	
227, at	2.96
140, at	2.88

Lump-sum appropriations—Continued.	
466, at	$2.89
165, at	2.72
641, at	2.64
314, at	2.56
2, at	2.50
444, at	2.48
1,297, at	2.40
186, at	2.32
1,338, at	2.24
558, at	2.16
639, at	2.08
2,201, at	2.00
94, at	1.92
212, at	1.84
684, at	1.76
15, at	1.75
94, at	1.68
162, at	1.60
450, at	1.52
3, at	1.50
62, at	1.44
1, at	1.40
130, at	1.36
213, at	1.28
95, at	1.20
1, at	1.15
24, at	1.12
1, at	1.08
157, at	1.04
10, at	1.00
2, at	.96
4, at	.90
32, at	.88
1, at	.82
58, at	.80
3, at	.76
2, at	.75
45, at	.72
1, at	.70
1, at	.68
1, at	.675
3, at	.64
2, at	.62
5, at	.625
3, at	.60
12, at	.56
12, at	.55
2, at	.52
3, at	.48
1, at	.325
2, at	.25
11,221	

Post Office Department, Washington, D. C.

Statutory positions:	
253, at	$1,000
163, at	900
14, at	840
1, at	800
96, at	720
102, at	660
1, at	600
1, at	540

Statutory positions—Continued:	
3, at	$500
13, at	480
7, at	360
45, at	240
Lump-sum appropriations:	
6, at	1,000
6, at	720
Per diem employees: None.	

MAIL-BAG-REPAIR AND MAIL-LOCK SHOPS, WASHINGTON, D. C.

Statutory positions: None.
Lump-sum appropriations:

1, at	$1,000.00
6, at	900.00
3, at	840.00
1, at	480.00
8, at	75.00
5, at	70.00
33, at	60.00
1, at	55.00
1, at	45.00
3, at	35.00

Per diem employees:

4, at	$2.75
32, at	2.50
14, at	2.25
1, at	1.90
1, at	1.75
4, at	1.50
3, at	1.25

OFFICIAL-ENVELOPE AGENCY, CINCINNATI, OHIO.

Statutory positions: None.
Lump-sum appropriations: 1, at $720
Per diem employees: None.

STAMPED-ENVELOPE AGENCY, DAYTON, OHIO.

Statutory positions: None.
Lump-sum appropriations:

3, at	$1,000
2, at	900

Lump-sum appropriations—Cont.

5, at	$840
1, at	720

Per diem employees: None.

CLERKS AT HEADQUARTERS, DIVISION OF POST-OFFICE INSPECTORS.

Statutory positions:

13, at	$1,000
6, at	900

Lump-sum appropriations: None.
Per diem employees: None.

EMPLOYEES IN THE POSTAL SERVICE RECEIVING SALARIES OF LESS THAN $1,095 PER ANNUM PAID FROM APPROPRIATIONS UNDER THE CONTROL OF THE FIRST ASSISTANT POSTMASTER GENERAL.

Statutory positions:

1,301, at	$720
11,395, at	800
247, at	840
3,419, at	900
4,378, at	1,000

Lump-sum appropriations:

2, at	$400
27, at	500
246, at	600

Per diem employees: None.

NOTE.—This statement does not include 845 presidential postmasters receiving a salary of $1,000 per annum.

RAILWAY MAIL SERVICE.

Statutory positions:

1,895, at	$1,000
1,950, at	900

Lump-sum appropriations: None.
Per diem employees: None.

There are about 3,000 substitute railway postal clerks who are paid at not exceeding $900 per annum for the number of days at work, some of whom are paid out of the lapsed salaries of the regular clerks and others out of lump-sum appropriations for temporary clerk hire for emergency service or for substitutes for clerks on vacation, or for clerks or substitutes injured while on duty.

Statutory positions: None.
Lump-sum appropriations:

Classified employees, rural carriers—	
2, at	$440
11, at	484
68, at	528
191, at	572
287, at	616
401, at	660
587, at	770
1,167, at	880
3,212, at	990
6,735, at	1,056
12,661	
Unclassified employees, clerks in charge of rural stations—	
4, at	36
1, at	45
2, at	48
8, at	50
2, at	60
3, at	72
4, at	75
1, at	84
Lump-sum appropriations—Continued.	
Unclassified employees, clerks in charge of rural stations—Continued.	
1, at	$87
5, at	96
6, at	100
1, at	108
7, at	120
2, at	144
2, at	150
1, at	168
1, at	175
6, at	180
1, at	186
1, at	192
6, at	200
1, at	204
1, at	216
6, at	240
2, at	300
2, at	360
1, at	480
78	

Per diem employees: None.

DEPARTMENT OF JUSTICE,
Washington, D. C., April 15, 1914.

Hon. JOHN I. NOLAN,
House of Representatives.

DEAR MR. CONGRESSMAN: In further reply to your letter of the 6th instant I inclose herewith a statement concerning the employees of or connected with this department who receive less than $1,095 per annum, or less than $3 per day.

Respectfully,
For the Attorney General.

SAML. J. GRAHAM,
Assistant Attorney General.

(1) Statutory positions:	
27, at	$1,000.00
1, at	960.00
53, at	900.00
132, at	840.00
41, at	720.00
11, at	660.00
9, at	600.00
1, at	540.00
5, at	480.00
3, at	420.00
2, at	360.00
2, at	300.00
34, at	240.00
1, at	216.00
322	
(2) Lump-sum appropriations:	
5, at	1,080.00
1, at	1,070.00
13, at	1,050.00
2, at	1,020.00
125, at	1,000.00
2, at	960.00
2, at	950.00
2, at	940.00
1, at	920.00
(2) Lump-sum appropriations—Contd.	
124, at	$900.00
1, at	860.00
7, at	840.00
10, at	800.00
2, at	780.00
3, at	750.00
37, at	720.00
4, at	700.00
2, at	660.00
1, at	650.00
2, at	624.00
1, at	620.00
57, at	600.00
12, at	540.00
10, at	500.00
6, at	480.00
1, at	420.00
5, at	360.00
1, at	350.00
9, at	300.00
2, at	250.00
1, at	180.00
4, at (per week)	7.00
455	
(3) Per diem employees:	
1, at	2.50

Statement showing number of regular positions, with salaries, under the Department of Commerce, the compensation of which is less than $1,095 per annum or $3 per diem.

No. 1—Statutory positions:

3, at	$1,080
214, at	1,000
15, at	960
220, at	900
3, at	880
24, at	840
4, at	820
1, at	780
129, at	720
9, at	700
21, at	660
2, at	640
8, at	630
134, at	600
4, at	550
9, at	540
29, at	480
1, at	420
8, at	360
2, at	300
31, at	240
866	

No. 2.—Paid from lump-sum appropriations, with annual salaries:

86, at	1,080
1, at	1,060
2, at	1,032
53, at	1,020
13, at	1,008
14, at	1,000
55, at	960
1, at	948
155, at	900
1, at	876
78, at	840
3, at	820
9, at	816
11, at	804
37, at	800
1, at	790
61, at	780
7, at	760
27, at	756
6, at	750
2, at	732
112, at	720
4, at	708
11, at	700
1, at	695
4, at	684
4, at	680
2, at	675
2, at	672
1, at	670
1, at	665

No. 2.—Paid from lump-sum appropriations, with annual salaries—Continued.

109, at	$660
1, at	650
2, at	648
4, at	640
2, at	636
3, at	625
132, at	624
1, at	620
3, at	612
479, at	600
1, at	585
2, at	576
2, at	575
1, at	564
26, at	560
131, at	552
5, at	550
217, at	540
2, at	528
5, at	520
140, at	516
9, at	510
6, at	504
5, at	500
1, at	492
531, at	480
4, at	460
111, at	456
15, at	450
103, at	420
1, at	400
2, at	396
3, at	384
1, at	375
455, at	360
1, at	350
2, at	324
127, at	300
1, at	270
1, at	264
4, at	252
1, at	250
62, at	240
5, at	216
14, at	204
33, at	180
18, at	156
8, at	134
45, at	120
2, at	96
2, at	90
1, at	84
3, at	60
1, at	48
3,611	

Notes to statement No. 2.—The total includes 228 enlisted men on vessels in the Coast and Geodetic Survey (estimated), but does not include approximately 156 enlisted men paid by the insular government of the Philippine Islands.

The total also includes 17 positions at the general lighthouse depot at Tompkinsville, N. Y. (estimated), but it does not include approximately 1,575 laborers in charge of post lights, nor does it include 9 custodians of lighthouse reservations, nominally appointed at $1 per annum.

NO. 3.—PAID FROM LUMP-SUM APPROPRIATIONS, PER DIEM EMPLOYEES.

12,	at	$2.75
6,	at	2.70
6,	at	2.60
1,	at	2.50
4,	at	2.25
20,	at	2.00
2,	at	1.70
51		

SUMMARY.

Regular positions with salaries at less than $1,095 per annum	866
Employees paid from lump-sum appropriations with salaries less than $1,095 per annum	3,611
Per diem employees paid from lump-sum appropriations at less than $3 per day	51
Total	4,528

These tables do not include approximately 8,800 occasional employments in the various branches of the field service of the department. See letter of transmittal, April 9, 1914.

DEPARTMENT OF THE INTERIOR,
Washington, June 9, 1914.

MY DEAR MR. NOLAN: In compliance with your request of April 6, lists have been prepared showing the number of employees in each grade in this department with salaries less than $1,095 per annum, or $3 per day, stating separately the classified and unclassified positions and those which are statutory and those paid from lump-sum appropriations.

The lists transmitted herewith (in duplicate) cover the following bureaus, hospitals, and branches: Office of the Secretary; General Land Office, Washington office and field service; Office of Indian Affairs, Washington office and field service; Pension Office; Patent Office; Bureau of Education; Geological Survey; Reclamation Service; Bureau of Mines; Government Hospital for the Insane; Freedmen's Hospital; National Parks; Hot Springs Reservation in Arkansas; under Governor of Alaska.

Cordially yours,

JAMES I. PARKER,
Chief Clerk of Department.

Hon. JOHN I. NOLAN,
House of Representatives, Washington, D. C.

Employees with salaries less than $1,095 per annum, or $3 per day.

OFFICE OF THE SECRETARY.

[The only nonstatutory positions in office of the Secretary are paid from "Repairs of buildings" and none have a salary less than $3 per day.]

Classified service title of position.	Unclassified service title of position.	(1) Statutory positions.		(2) Lump-sum appropriation.	
		Number.	Salary.	Number.	Salary.
Clerk		3	$1,000		
Copyist		8	900		
Multigraph operator		1	900		
Assistant Multigraph operator		1	720		
Typewriter repairer		1	900		
Telephone switchboard operator		2	720		
Messenger		9	840		
Assistant messenger		7	720		
Skilled mechanic		4	900		
Do		1	720		
Carpenter		2	900		
Plumber		1	900		
Electrician		1	1,000		
Packer		1	660		
Conductor of elevator		3	720		
Lieutenant of watchmen		5	840		
Watchman		58	720		
Assistant engineer		2	1,000		
Fireman		11	720		
	Laborer	35	660		
	Do	1	600		
	Do	15	480		
	Charwoman	8	240		

GENERAL LAND OFFICE—WASHINGTON OFFICE AND FIELD FORCE COMBINED.

Clerks		65	$1,000		
Librarian		1	1,000		
Copyist		65	900		
Messenger		2	840		
Copyist		26	720		
Packer		1	720		
Assistant messenger		10	720		
Skilled laborer		6	660		
Classified laborer		3	660		
	Laborer	13	660		
Messenger boy		10	600		
Do		6	480		
	Laborer	1	480		
Land law clerk				2	$1,080
Clerk				2	1,080
Stenographer and typewriter				8	1,080
Land law clerk				3	1,020
Clerk				4	1,020
Stenographer and typewriter				7	1,020
Bookkeeper				1	1,020
Typewriter				4	1,020
Land law clerk				1	960
Law clerk				1	960
Stenographer and typewriter				17	960
Typewriter				5	960
Land law clerk				3	900
Clerk				4	900
Stenographer and typewriter				26	900
Messenger				1	900
Minor clerk				1	900
Messenger				1	840
Do				1	850
Clerk				3	720
Messenger				1	480
Do				1	360
Do				1	300
Janitor				1	300
Custodian				1	900

(3) Per diem employees, none.

APRIL 22, 1914.

CHIEF CLERK, *Department of the Interior.*

SIR: In compliance with your request of April 18, the following list is given of employees in the Indian Office in Washington who are receiving less than $1,095 per annum:

Classified service—title of position.	(1) Statutory positions.		(2) Lump-sum appropriation.	
	Number.	Salary.	Number.	Salary.
Clerk	31	$1,000	.....	.....
Stenographer	1	1,000	.....	.....
Copyist	29	900	11	$900
Clerk	5	900	.....	.....
Junior clerk	2	720	.....	.....
Messenger	1	840	.....	.....
Assistant messenger	4	720	.....	.....
Messenger boy	4	360	.....	.....

There are no per diem and no unclassified employees on the Indian Office roll.

Similar information in regard to employees of the Indian Service in the field will be furnished as soon as it can be compiled.

Respectfully,

C. F. HAUKE,
Second Assistant Commissioner.

Statement showing, by salary, the number of employees in the Indian field service who receive less than $1,095 a year and the character of the funds from which their salaries are paid.

[Apr. 24, 1914.]

Rate per annum.	Lump-sum appropriation.	Indian moneys.	Statutory positions.	Total.	Rate per annum.	Lump-sum appropriation.	Indian moneys.	Statutory positions.	Total.
$1,080	70	4	.....	74	$585	1	6	.....	7
1,060	1	.....	.....	1	580	1	1	.....	2
1,050	.....	.....	1	1	575	1	.....	.....	1
1,020	46	4	.....	50	570	2	1	.....	3
1,000	178	20	1	199	560	5	1	.....	6
960	28	7	.....	35	540	158	48	8	214
920	1	.....	.....	1	520	12	4	.....	16
900	384	59	2	445	500	141	38	1	180
870	3	.....	.....	3	495	1	.....	.....	1
860	1	.....	.....	1	480	129	54	19	202
840	155	22	.....	177	460	9	.....	.....	9
830	1	.....	.....	1	450	5	11	1	17
810	2	1	.....	3	440	1	.....	.....	1
800	39	5	1	45	420	31	15	5	51
780	80	9	1	90	400	45	28	.....	73
760	1	.....	.....	1	360	70	33	72	175
750	55	4	.....	59	300	356	48	78	482
745	10	7	.....	17	270	3	.....	.....	3
720	538	111	4	653	240	41	4	454	499
700	4	.....	.....	4	200	4	2	.....	6
690	19	4	.....	23	180	20	2	.....	22
680	2	.....	.....	2	160	1	.....	.....	1
675	.....	5	.....	5	150	12	1	.....	13
660	148	17	.....	165	120	17	.....	.....	17
630	31	27	.....	58	100	6	1	.....	7
625	2	.....	.....	2	84	82	.....	.....	82
600	434	105	9	548	72	1	.....	.....	1

NOTE.—There are no per diem employees in the Indian field service receiving less than $3 a day.

The employees paid from "Indian moneys" are shown separately for the reason that no appropriation made by Congress is used for these salaries.

Pension Office.

Title of position.		(1) Statutory positions.		(1) Lump-sum appropriation.		(3) Per diem employees.	
Classified service.	Unclassified service.	Number.	Salary.	Number.	Salary.	Number.	Salary.
Clerk		95	$1,000				
Do		35	900				
Copyist		30	900				
Cabinetmaker		1	900				
Painter		1	900				
Messenger		30	840				
Captain of watch		1	840				
Sergeant of watch		3	750				
Assistant messenger		16	720				
Watchman		20	720				
Fireman		2	720				
Skilled laborer		17	660				
	Laborer	23	660				
Messenger boy		20	400				
	Female laborer	10	400				
	Charwoman	15	240				

Employees of the Patent Office receiving less than $1,095 per annum.

Title of position.		(1) Statutory positions.	
Classified service.	Unclassified service.	Number.	Salary.
Draftsmen		4	$1,000
Clerks		90	1,000
Messenger and property clerk		1	1,000
Copyists		90	900
Do		50	720
Messengers		4	840
Assistant messengers		25	720
Laborers		5	600
Do		32	480
Messenger boys		40	360
	Laborers	9	600
	do	13	480

NOTE.—(2) Lump-sum appropriation: No positions under this heading. (3) Per diem employees: No positions under this heading.

Bureau of Education.

Title of position.		(1) Statutory positions.		(2) Lump-sum appropriation.		(3) Per diem employees.	
Classified service.	Unclassified service.	Number.	Salary.	Number.	Salary.	Number.	Salary.
Clerk		7	$1,000				
Copyist		6	900				
Do		2	800				
Do		1	720				
Skilled laborer		2	840				
Messenger		1	840				
Assistant messenger		1	720				
	Laborer	3	480				
	Do	1	400				

Bureau of Education, Alaska school service.

Title of position.		(1) Statutory positions.		(2) Lump-sum appropriation.		(3) Per diem employees.	
Classified service.	Unclassified service.	Number.	Salary.	Number.	Salary.	Number.	Salary.
Stenographer and typewriter				1	$1,080		
Assistant teacher				1	360		
Physician				1	480		
Teacher				1	480		
Do				1	540		
Do				2	600		
Physician				1	600		
Teacher				3	660		
Nurse				1	660		
Teacher				3	720		
Nurse				3	720		
Teacher				3	840		
Do				4	900		
Do				7	960		
Nurse				1	960		
Teacher				7	1,020		
Nurse				1	1,020		
Teacher				9	1,080		
Nurse				2	1,080		

Geological Survey.

Title of position.		(1) Statutory positions.		(2) Lump-sum appropriation.		(3) Per diem employees.	
Classified service.	Unclassified service.	Number.	Salary.	Number.	Salary.	Number.	Salary.
Junior geologists				3	[1] $1,080		
Geologic aids				4	[1] 1,080		
Do				1	1,080		
Do				1	[1] 1,020		
Do				5	[1] 960		
Do				6	[1] 900		
Do				1	[1] 840		
Do				1	[1] 720		
Do				1	1,080		
Preparator				1	1,020		
Do				1	900		
Junior engineers				8	1,080		
Junior topographers				6	[1] 1,080		
Do				1	[1] 1,020		
Do				10	[1] 960		
Do				7	[1] 900		
Do				17	[2] 840		
Do				3	[2] 780		
Do				5	[2] 720		
Copyist, topographic draftsman				1	1,080		
Do				1	1,020		
Do				1	900		
Apprentice draftsman				1	700		
Editorial assistant				1	900		
Underclerks				15	1,080		
Do				9	1,020		
Do				1	1,000		
Do				7	960		
Do				12	900		
Do				10	840		
Do				2	780		
Do				4	720		
Clerk		1	$1,000				
Clerks		4	900				
Copyists		4	720				
Watchman		1	840				
Do		4	720				

[1] On permanent monthly basis, paid when actually employed.

[2] The field men are on permanent basis, with salaries paid monthly when the men are actually employed. It is a condition of their employment that they are liable to be laid off when the exigencies of the work require, and taken on again as needed.

Geological Survey—Continued.

Title of position.		(1) Statutory positions.		(2) Lump-sum appropriation.		(3) Per diem employees.	
Classified service.	Unclassified service.	Number.	Salary.	Number.	Salary.	Number.	Salary.
Janitor		1	$600				
Messenger boys		4	420				
Lieutenant of the watch.				1	$1,020		
Do				2	840		
Watchmen				2	720		
Messengers				3	840		
Do				1	720		
Do				3	720		
Messenger boy				1	720		
Do				1	660		
Do				1	540		
Do				2	480		
Do				6	420		
Do				7	360		
Do				3	300		
Skilled laborers				2	1,080		
Do				1	1,020		
Do				1	900		
Do				1	840		
Do				1	780		
Do				1	720		
Do				1	600		
Laborers, classified				1	960		
Do				2	900		
Do				1	720		
Firemen				1	900		
Do				3	720		
Carpenter and cabinetmaker.				1	1,080		
Carpenter				1	900		
Map printer				1	1,080		
Do				1	960		
Assistant map printer				1	1,020		
Do				2	960		
Do				1	840		
Do				3	720		
Do				1	660		
Assistant engraver				1	720		
Apprentice engraver				1	660		
Do				1	600		
Assistant photographer.				1	900		
Do				1	720		
Negative cutter				1	1,020		
Do				1	720		
Do				2	660		
	Laborers			1	780		
	Do			5	720		
	Do			3	660		
	Do			3	600		
	Do			1	540		
	Do			5	480		
Clerk						1	[1] $2.80
Geologic aid						1	[1] 2.50
Skilled laborer						1	[1] 2.00
Assistant map printers.						2	[1] 2.00
Do						1	[1] 1.75
Do						9	[1] 1.50
Do						12	[1] 1.25
Do						6	[1] .75
Assistant map engraver.						1	[1] 2.00
Do						1	[1] 1.75
Apprentice engraver						1	[1] 1.75
Do						2	[1] 1.50
Do						3	[1] 1.25
Apprentice boy						1	[1] 1.25
	Laborer					1	[1] 1.75
	Do					1	[1] 1.50
	Charwomen					12	[1] .82½

[1] All persons on per diem salaries are paid only when actually employed.

Reclamation Service.

Title of position.	Lump-sum appropriation.			Title of position.	Lump-sum appropriation.		
	Number.	Salary.			Number.	Salary.	
CLASSIFIED SERVICE.				CLASSIFIED SERVICE—con.			
Assistant electrical station operator	3	p. m.	$85.00	Inspector	1	p. m.	$90.00
	2	p. m.	80.00		1	p. m.	85.00
Assistant map printer	1	p. a.	540.00		1	p. m.	75.00
Assistant superintendent	1	p. m.	90.00	Instrumentmen	6	p. m.	90.00
Brakemen	9	p. d.	3.00		2	p. m.	85.00
	5	p. d.	2.75		6	p. m.	75.00
Cashier	1	p. m.	90.00		8	p. m.	65.00
Cement tester	4	p. m.	90.00		1	p. d.	2.83
	2	p. m.	85.00		3	p. d.	2.67
	1	p. m.	75.00		2	p. d.	2.60
	1	p. m.	30.00		3	p. d.	2.50
	1	p. m.	25.00	Janitors	2	p. m.	85.00
Chauffeur	1	p. m.	90.00		1	p. m.	82.50
Copyist	1	p. a.	900.00		1	p. m.	80.00
Corralmen	2	p. m.	90.00		1	p. m.	75.00
	1	p. m.	85.00		6	p. m.	72.50
	1	p. m.	80.00		2	p. m.	70.00
	1	p. m.	78.00		1	p. m.	45.00
	7	p. m.	75.00		1	p. m.	25.00
	1	p. d.	2.83	Junior engineers	3	p. a.	1,080.00
	1	p. d.	2.75	Linemen	1	p. m.	90.00
	4	p. d.	2.50		1	p. d.	2.80
Cranesman	1	p. d.	[1] 3.60	Locomotive engineer	1	p. d.	3.00
Carpenters	12	p. d.	3.40	Machinists	7	p. m.	90.00
	3	p. d.	3.20		6	p. m.	85.00
	34	p. d.	3.00		2	p. m.	82.50
	8	p. d.	2.80		16	p. m.	80.00
Ditch tenders	66	p. m.	90.00		15	p. m.	75.00
	24	p. m.	85.00		1	p. d.	3.60
	5	p. m.	80.00		1	p. d.	3.40
	16	p. m.	75.00		19	p. d.	3.00
	21	p. d.	2.75		11	p. d.	2.50
	2	p. d.	2.67		1	p. d.	2.25
Draftsman	1	p. a.	1,080.00	Messengers	1	p. a.	840.00
Electrician	1	p. d.	3.00		1	p. a.	720.00
Electrical assistant	1	p. m.	90.00		1	p. a.	600.00
	2	p. m.	85.00		8	p. a.	480.00
	1	p. m.	75.00	Minor clerk	1	p. a.	780.00
Engineman	1	p. m.	90.00	Observers	1	p. m.	15.00
Field clerks	6	p. m.	90.00		1	p. m.	5.00
	4	p. m.	85.00		5	p. m.	4.00
	1	p. m.	80.00		1	p. m.	3.00
	4	p. m.	75.00	Operators	2	p. m.	90.00
	1	p. m.	45.00		2	p. m.	85.00
	1	p. d.	3.00		3	p. m.	80.00
Firemen	2	p. m.	90.00		4	p. m.	75.00
	1	p. m.	85.00	Operator helpers	6	p. d.	3.00
	1	p. m.	75.00	Painter	1	p. d.	3.20
	6	p. d.	3.25	Pitt boss	1	p. d.	3.00
	16	p. d.	3.00	Powerhouse operators	4	p. m.	85.00
	1	p. d.	2.80		3	p. m.	75.00
	4	p. d.	2.50		3	p. d.	3.25
	2	p. d.	2.25		3	p. d.	2.75
Foremen	5	p. m.	90.00	Property inspector	2	p. d.	2.50
	3	p. d.	3.50	Patrolman	1	p. m.	90.00
	2	p. d.	3.00		15	p. m.	90.00
Forwarding agent	1	p. m.	85.00		11	p. m.	85.00
	1	p. m.	80.00		1	p. m.	75.00
Gauge reader	1	p. m.	10.00	Recorders	1	p. m.	90.00
	3	p. m.	5.00		3	p. m.	85.00
	1	p. m.	2.00		1	p. m.	80.00
Gasoline engineer	2	p. m.	85.00	Riggers	5	p. d.	3.00
Gate tenders	1	p. m.	90.00	Rodmen	7	p. m.	75.00
	2	p. m.	85.00		4	p. m.	70.00
	3	p. m.	80.00		11	p. m.	65.00
	2	p. m.	75.00		8	p. d.	3.00
	3	p. m.	70.00		3	p. d.	2.85
	3	p. m.	50.00		1	p. d.	2.67
Hoisting engineer	2	p. d.	3.50		2	p. d.	2.60
Hostlers	1	p. m.	90.00		4	p. d.	2.50
	3	p. m.	75.00	Shop clerks	2	p. m.	85.00
	1	p. m.	65.00	Skilled laborers	1	p. a.	720.00
	1	p. m.	60.00		1	p. a.	600.00
	1	p. d.	2.56		1	p. m.	75.00
				Steam engineers	3	p. d.	2.85
					8	p. d.	3.20

[1] See also others in this list at more than $3 p. d.

Reclamation Service—Continued.

Title of position.	Lump-sum appropriation.		Title of position.	Lump-sum appropriation.	
	Number.	Salary.		Number.	Salary.
CLASSIFIED SERVICE—con.			UNCLASSIFIED SERVICE—continued.		
Stewards	1	p. m. $90.00	Blacksmith helpers	1	p. d. $2.75
Storehouse clerks	1	p. m. 90.00		3	p. d. 2.00
Subforemen	1	p. m. 90.00	Bull cooks	3	p. m. 65.00
	2	p. m. 85.00	Carpenter helpers	4	p. d. 2.80
	2	p. m. 75.00		2	p. d. 2.75
	2	p. d. 3.60		8	p. d. 2.60
	3	p. d. 3.20	Cooks	4	p. m. 90.00
	2	p. d. 3.00		1	p. m. 82.50
	3	p. d. 2.75		5	p. m. 75.00
	1	p. d. 2.50		4	p. m. 65.00
Survey assistants	1	p. m. 90.00		4	p. m. 60.00
	2	p. m. 75.00		1	p. m. 50.00
	8	p. m. 70.00		1	p. d. 2.60
	1	p. m. 65.00		1	p. d. 2.50
Surveymen	11	p. m. 90.00		5	p. d. 2.33
	87	p. m. 85.00		1	p. d. 2.25
	16	p. m. 80.00		1	p. d. 2.00
	37	p. m. 75.00	Charwomen	5	p. d. .75
	9	p. m. 70.00	Flunkeys	2	p. m. 85.00
	3	p. m. 65.00		1	p. m. 70.00
	6	p. m. 60.00		5	p. m. 65.00
	1	p. d. 3.75		1	p. m. 60.00
Swingmen	4	p. d. 3.25		1	p. m. 50.00
Telephone operators	2	p. m. 70.00		4	p. m. 45.00
	2	p. m. 65.00		12	p. m. 40.00
	2	p. m. 60.00		24	p. m. 35.00
	3	p. m. 50.00	Laborers	5	p. m. 90.00
	1	p. m. 45.00		8	p. m. 85.00
	1	p. m. 40.00		9	p. m. 80.00
Timber inspector	1	p. d. 2.80		22	p. m. 75.00
	4	p. d. 2.60		1	p. m. 72.50
Timekeeper	11	p. m. 90.00		15	p. m. 70.00
	6	p. m. 85.00		1	p. m. 68.00
	3	p. m. 80.00		22	p. m. 65.00
	7	p. m. 75.00		1	p. m. 61.00
	2	p. m. 70.00		9	p. m. 60.00
	1	p. m. 60.00		2	p. m. 55.00
	3	p. d. 2.83		1	p. m. 52.50
	1	p. d. 2.75		5	p. m. 50.00
	3	p. d. 2.50		6	p. m. 45.00
Under clerks	16	p. a. 1,080.00		6	p. m. 40.00
	17	p. a. 1,020.00		11	p. m. 35.00
	4	p. a. 960.00		1	p. m. 30.00
	4	p. a. 800.00		1	p. m. 25.00
	1	p. a. 780.00		1	p. m. 20.00
	2	p. m. 75.00		23	p. d. 3.20
Warehouse clerks	6	p. m. 90.00		1	p. d. 3.10
	4	p. m. 85.00		29	p. d. 3.04
	2	p. m. 80.00		206	p. d. 3.00
	6	p. m. 75.00		55	p. d. 2.80
	2	p. m. 70.00		276	p. d. 2.75
	1	p. m. 65.00		29	p. d. 2.72
Watchmen	2	p. a. 720.00		18	p. d. 2.65
	2	p. m. 90.00		34	p. d. 2.60
	4	p. m. 80.00		102	p. d. 2.56
	1	p. m. 75.00		682	p. d. 2.50
	1	p. m. 70.00		51	p. d. 2.48
	5	p. m. 60.00		1,232	p. d. 2.40
	1	p. d. 3.00		659	p. d. 2.25
	2	p. d. 2.67		326	p. d. 2.24
	4	p. d. 2.50		151	p. d. 2.20
Water distributors	5	p. m. 90.00		853	p. d. 2.00
	1	p. m. 85.00		51	p. d. 1.85
UNCLASSIFIED SERVICE.				57	p. d. 1.75
Axmen	1	p. d. 3.00		3	p. d. 1.66
	3	p. d. 2.80		3	p. d. 1.60
	17	p. d. 2.60		492	p. d. 1.50
	5	p. d. 2.50		125	p. d. 1.25
	8	p. d. 2.40		4	p. d. 1.00
Blacksmiths	1	p. m. 90.00	Machinist helpers	1	p. d. 3.20
	7	p. d. 3.50		3	p. d. 3.00
	4	p. d. 3.40		6	p. d. 2.80
	1	p. d. 3.00	Plankmen	4	p. d. 2.40
	1	p. d. 2.75			

Reclamation Service—Continued.

Title of position.	Lump-sum appropriation.		Title of position.	Lump-sum appropriation.	
	Number.	Salary.		Number.	Salary.
UNCLASSIFIED SERVICE—continued.			UNCLASSIFIED SERVICE—continued.		
Teamsters, with 2, 4, and 6 horse teams	1	p. d. $10.00	Teamsters, without teams	18	p. d. $2.80
	1	p. d. 6.60		7	p. d. 2.72
	35	p. d. 6.50		1	p. d. 2.70
	2	p. d. 6.25		5	p. d. 2.60
	1	p. d. 5.75		19	p. d. 2.50
	1	p. d. 5.50		15	p. d. 2.40
	25	p. d. 6.00		2	p. d. 2.38
	6	p. d. 5.00		10	p. d. 2.20
	6	p. d. 4.50		2	p. d. 2.16
	18	p. d. 4.25		62	p. d. 2.04
	1	p. d. 4.00	Waiters	1	p. m. 65.00
Teamsters, without teams	1	p. m. 85.00		1	p. m. 62.50
	1	p. m. 80.00		3	p. m. 60.00
	2	p. m. 75.00		1	p. m. 50.00
	2	p. m. 72.00		6	p. m. 40.00
	13	p. m. 65.00		2	p. m. 35.00
	2	p. m. 60.00	Waiter's helper	1	p. m. 25.00

Bureau of Mines—Number of employees receiving salaries less than $1,095.

[Under lump-sum appropriation only.]

Title of position.		Lump-sum appropriation.			
		Per annum.		Per diem.	
Classified service.	Unclassified service.	Number.	Salary.	Number.	Salary.
Junior electrical engineer		1	$1,080		
Junior chemist		6	1,020		
Analyst		1	800		
Apprentice		1	900		
Laboratory assistant in physics		2	1,020		
Laboratory aid		1	720		
Physical laboratory aid		2	960		
Laboratory helper		1	960		
Do		1	720		
Shot firer				1	[1] $2.25
Clerk		1	1,000		
Underclerk		1	660	1	[1] 2.50
Do		1	720		
Do		4	840		
Do		1	900		
Do		6	960		
Do		3	1,720		
Do		1	1,080		
Copyist		1	900		
Stenographer				3	[1] [2] 2.50
Do				1	[1] [2] 2.00
Stenographer and typewriter		1	600	1	[1] [2] 2.75
Do		1	780		
Do		1	840		
Do		6	900		
Typewriter		3	720		
Junior computer		1	960		
Do		1	1,080		
Messenger boy		2	240		
Do		1	300		
Do		1	360		
Do		3	480		
Do		2	600		
Lieutenant of the watch		1	840		
Watchman		3	720		
Watchman-fireman		1	730		

[1] When actually employed.

[2] Limited to $300 per annum.

Bureau of Mines—Number of employees receiving salaries less than $1,095—Con.

[Under lump-sum appropriation only.]

Title of position.		Lump-sum appropriation.			
		Per annum.		Per diem.	
Classified service.	Unclassified service.	Number.	Salary.	Number.	Salary.
Chauffeur		1	$660	1	p. h. [1] [2] $0.50
Machinist		1	720		
Electrician		1	1,020		
Electrician's helper		1	840		
Electrical helper		1	720		
Carpenter		1	1,020		
Fireman		1	730		
Do		1	780		
Do		1	810		
Fireman-watchman		1	640		
Elevator conductor		1	540		
Oiler				1	[1] 2.00
Mechanic		1	1,080		
Machinist's helper		1	660		
Stationary engineer		1	840		
Do		1	900		
Classified laborer		1	1,080		
Skilled laborer		1	600		
Do		1	720		
Do		1	840		
Do		1	960		
	Charwoman	1	360		
	do	4	240		
Janitor		1	780		
	Driver			1	[1] 2.84
	Unskilled laborer			1	[1] 2.00
	do	1	540		
	do	4	600		
	do	4	660		
	do	1	720		
	Female laborer	1	300		
	do	1	420		
	EMPLOYED ON FIELD AGREEMENTS.				
	Cooks (on rescue cars)	4	720		
	Unskilled laborers (at experimental mine).			23	[1] 1.75–2.62

[1] When actually employed. [2] Limited to $300 per annum.

Department of the Interior.

GOVERNMENT HOSPITAL FOR THE INSANE.

Title of position.		(1) Statutory positions.		(2) Lump-sum appropriation.		(3) Per diem employees.	
Classified service.	Unclassified service.	No.	Salary.	No.	Salary.	No.	Salary.
Medical interne				2	$900.00		
Dental interne				1	600.00		
Druggist				1	950.00		
Ministers				5	100.00		
Clerks				2	1,000.00		
Do				2	900.00		
Civil-service clerk				1	1,000.00		
Record clerk				1	840.00		
File clerk				1	840.00		
Stenographer				1	720.00		
Do				1	600.00		
Clerk-stenographer				1	660.00		
Bookkeeper				1	900.00		
Do				1	720.00		

NOTE.—Most of these employees receive maintenance at the hospital.

Department of the Interior—Continued.

GOVERNMENT HOSPITAL FOR THE INSANE—Continued.

Title of position.		(1) Statutory positions.		(2) Lump-sum appropriation.		(3) Per diem employees.	
Classified service.	Unclassified service.	No.	Salary.	No.	Salary.	No.	Salary.
Librarian				1	$720.00		
Photographer				1	600.00		
Telephone operators				2	360.00		
Telephone operator				1	330.00		
Assistant storekeeper				1	720.00		
Clothing clerk				1	540.00		
Cemetery sexton				1	540.00		
Special policeman				1	720.00		
Gateman				1	420.00		
Janitor				1	360.00		
Organist				1	p. m. 8.00		
Musician				1	420.00		
Do				1	300.00		
Housekeeper				1	360.00		
Do				1	300.00		
Waitresses				12	216.00		
Do				24	192.00		
Do				7	168.00		
Waiter				1	168.00		
Head chambermaid				1	270.00		
Chambermaid				1	216.00		
Chambermaids				4	192.00		
Domestic				1	120.00		
Supervisors (male)				4	810.00		
Supervisor (female)				1	750.00		
Assistant supervisor (male)				5	660.00		
Do				1	630.00		
Assistant supervisor (female)				1	600.00		
Do				1	450.00		
Charge nurse (male)				1	600.00		
Charge nurses (male)				12	570.00		
Charge nurse (male)				1	540.00		
Charge nurses (male)				3	510.00		
Do				5	450.00		
Charge nurse (male)				1	420.00		
Do				1	390.00		
Nurse (male)				1	390.00		
Charge attendants (male)				29	420.00		
Do				5	390.00		
Do				2	360.00		
Charge attendant (male)				1	330.00		
Do				1	300.00		
Charge nurses (female)				3	540.00		
Do				14	510.00		
Do				2	480.00		
Charge nurse (female)				1	450.00		
Charge nurses (female)				4	420.00		
Do				6	390.00		
Do				4	360.00		
Charge nurse (female)				1	330.00		
Nurses (female)				7	390.00		
Nurse (female)				1	330.00		
Charge attendant (female)				1	360.00		
Charge attendants (female)				3	300.00		
Attendants (male)				40	360.00		
Do				18	330.00		
Do				25	300.00		
Do				43	270.00		
Do				33	240.00		
Special night attendant (male)				1	480.00		
Attendants (female)				9	300.00		
Do				9	270.00		
Do				14	240.00		
Do				19	210.00		
Do				19	180.00		
Special attendants (male)				10	420.00		
Do				2	480.00		
Do				2	360.00		
Special attendants (female)				1	480.00		
Do				2	360.00		
Bath master (male)				1	540.00		
Night watchman (male)				1	540.00		
Do				1	480.00		
Do				1	300.00		
Barbers				4	420.00		

Department of the Interior—Continued.

GOVERNMENT HOSPITAL FOR THE INSANE—Continued.

Title of position.		(1) Statutory positions.		(2) Lump-sum appropriation.		(3) Per diem employees.	
Classified service.	Unclassified service.	No.	Salary.	No.	Salary.	No.	Salary.
Assistant chef				1	720.00		
Head baker				1	780.00		
Assistant bakers				2	570.00		
Do				3	510.00		
Do				2	420.00		
Head cooks				1	600.00		
Special cooks				1	390.00		
Do				1	360.00		
Cooks				1	510.00		
Do				2	480.00		
Do				2	420.00		
Do				4	360.00		
Do				1	300.00		
Assistant cooks				9	240.00		
Do				5	216.00		
Do				3	192.00		
Do				1	120.00		
Butcher				1	540.00		
Kitchen fireman				1	420.00		
Do				2	360.00		
Do				1	300.00		
Kitchen attendants (male)				10	300.00		
Kitchen helpers (male)				2	216.00		
Do				4	192.00		
Do				3	168.00		
Kitchen helpers (female)				9	192.00		
Do				5	168.00		
Do				5	144.00		
Forewomen				2	360.00		
Upholsterer				1	600.00		
Mattress maker				1	600.00		
Harness maker				1	420.00		
Seamstress				1	240.00		
Do				12	216.00		
Foreman of laundry				1	900.00		
Assistant foreman of laundry				1	420.00		
Assistant forewoman of laundry				1	300.00		
Launderers				3	360.00		
Do				2	300.00		
Launderer				1	270.00		
Do				1	240.00		
Laundress				1	270.00		
Do				19	240.00		
Do				4	216.00		
Do				4	192.00		
Do				3	168.00		
Do				7	144.00		
Wheelwright				1	900.00		
Head blacksmith				1	720.00		
Blacksmith and horseshoer				1	600.00		
Gardener				1	700.00		
Farm foreman				2	480.00		
Herdsman				1	360.00		
Poultryman				1	540.00		
Poultryman's helper				1	300.00		
Farm hand				1	390.00		
Do				1	360.00		
Do				1	330.00		
Do				3	300.00		
Teamster				4	360.00		
Do				5	330.00		
Do				15	300.00		
Head dairyman				1	720.00		
Dairyman				1	360.00		
Milkman				6	360.00		
Do				1	300.00		
Do				3	270.00		
Do				1	240.00		
Veterinarian				1	600.00		
Superintendent of stables				1	720.00		
Drivers				1	540.00		
Do				3	390.00		
Do				1	300.00		
Coachman				1	330.00		

Department of the Interior—Continued.

GOVERNMENT HOSPITAL FOR THE INSANE—Continued.

Title of position.		(1) Statutory positions.		(2) Lump-sum appropriation.		(3) Per diem employees.	
Classified service.	Unclassified service.	No.	Salary.	No.	Salary.	No.	Salary.
Hostlers				1	330.00		
Do				4	300.00		
Laborer				1	300.00		
Superintendent of grounds				1	600.00		
Florist				1	900.00		
First assistant florist				1	600.00		
Second assistant florist				1	480.00		
Laborer				1	580.00		
Do				1	330.00		
Do				1	300.00		
Do				1	120.00		
Cabinet carpenters				3	720.00		
Carpenter				1	780.00		
Millman				1	600.00		
Head tinner				1	900.00		
Plasterer				1	780.00		
Plasterer's helper				1	450.00		
Head painter				1	900.00		
Painters				6	660.00		
Do				1	540.00		
Chief of fire department				1	900.00		
First assistant engineer				1	840.00		
Second assistant engineer				3	720.00		
Third assistant engineer				7	600.00		
Oilers				3	600.00		
Head fireman				3	540.00		
Firemen				13	480.00		
Do				5	420.00		
Head steam fitter				1	840.00		
First assistant steam fitter				1	660.00		
Second assistant steam fitter				3	600.00		
Steam fitter's helper				1	480.00		
Assistant machinist				1	720.00		
Do				1	600.00		
Locomotive fireman				1	300.00		
Head plumber				1	840.00		
First assistant plumber				1	660.00		
Second assistant plumber				1	600.00		
Third assistant plumber				1	540.00		
Plumber's helper				1	480.00		
Do				1	420.00		
Wireman				2	840.00		
Clock repairer				1	50.00		
Organ repairer				1	25.00		
Wiremen's helpers						2	$2.50
Laborers						1	1.75
Do						2	1.60
Do						18	1.50

FREEDMEN'S HOSPITAL.

Head nurse (superintendent)				1	$1,080		
Assistant engineer				1	1,000		
Do				1	900		
Plumber				1	900		
Pharmacist				1	720		
Steward				1	720		
Firemen				3	720		
Assistant clerks				2	600		
Assistant superintendent nurses				1	540		
	Head cook			1	540		
Night superintendent nurses				1	480		
Head nurses				3	480		
	Laundryman			1	420		
	Second cook			1	360		
	Drivers			2	360		
	Seamstress			1	300		
	Orderlies			4	300		
	Laborer			1	300		
	Third cook			1	288		
	Night orderly			1	276		
	Orderlies			4	240		

Department of the Interior—Continued.

GOVERNMENT HOSPITAL FOR THE INSANE—Continued.

Title of position.		(1) Statutory positions.		(2) Lump-sum appropriation.		(3) Per diem employees.	
Classified service.	Unclassified service.	No.	Salary.	No.	Salary.	No.	Salary.
Head nurses	Laborer			1	$216		
	Laborers			2	200		
	....do			2	180		
	Maid			1	180		
	Maids			3	168		
	Laborer			1	144		
	Waiters			3	144		
	Laundresses			5	144		
	Assistant pharmacist			1	120		
	Pupil nurses			42	60		

NATIONAL PARKS.

[Employees with salaries less than $1,095 per annum, or $3 per day.]

Park superintendent				1	$1,000		
Clerk-stenographer				1	1,000		
Do				1	900		
Park ranger				3	900		
Scout				2	900		
Assistant electrician				1	1,080		
Plumber and laborer				1	1,080		
Assistant buffalo keeper				1	p. m. 60		
Landscape engineer				1	p. a. 10		
	Laborer (hostler)			1	900		
	Teamster			1	720		
	Laborer			1	540		
	.....do			1	480		
	.....do			1	300		

HOT SPRINGS RESERVATION, ARK.

[Employees with salaries less than $1,095 per annum, or $3 per day.]

Bathhouse manager				1	$1,080		
Clerk				1	1,000		
Mounted policeman				1	960		
Policeman				1	p. m. 90		
Do				2	840		
Do				1	p. m. 70		
	Head bathhouse attendant			1	840		
	Bathhouse attendants			4	600		
	....do			2	480		
	Laborers			7	720		
	.....do			5	600		

UNDER GOVERNOR OF ALASKA.

[Employees with salaries less than $1,095 per annum, or $3 per day.]

Game warden				1	$900		
Janitor				1	900		
Native policeman				1	p. m. 20		

Statement furnished in response to the request of Hon. John I. Nolan, House of Representatives, as set forth in his letter of May 1, 1914, addressed to the Commissioners of the District of Columbia.

Showing:

First. The statutory positions provided under the Government of the District of Columbia, with compensations attached thereto, at less than $1,095 per annum.

Second. Monthly and per diem positions, the compensations attached to which are fixed by the Commissioners of the District of Columbia and paid from general appropriations, and which compensations are less than $1,095 per annum.

Third. Positions of laborers and mechanics employed by the District of Columbia paying less than $3 per day, using the month of October, 1913, as an average for the purpose of determining the numbers.

Explanation of letter references:

A. Positions limited to 10 months.
B. Positions limited to 7 months.
C. Positions limited to 3 months.
D. Meet at stated intervals during the year for examination purposes.
E. Employees of charitable and correctional institutions receiving, in addition to salary, board or lodging, or both.
F. Employees of police department.
G. Employees of fire department.
H. Employees of public schools.
I. Employees of public schools entitled to annual increases for length of service.

STATUTORY POSITIONS.

Number.	Grade.	Salary.	Number.	Grade.	Salary.
4	Clerks	$1,050	2	Chief cleaners	$500
39	....do	1,000	30	Cleaners	240
1	Clerk	975	1	Chief watchman	1,000
1	....do	936	1	Watchman	875
19	Clerks	900	1	....do	700
3	....do	840	2	Watchmen	600
1	Clerk	780	2	....do	630
2	Clerks	750	1	Watchman	610
16	....do	720	8	Watchmen	600
1	Clerk	675	10	....do	540
1	....do	660	1	Watchman	480
2	Clerks	620	1	....do	300
2	....do	600	8	Elevator conductors	600
4	Meter computers	1,000	2	Market masters	900
1	Sewer tapper	1,000	2	....do	780
12	Messengers	600	1	Assistant market master	600
6	....do	540	1	....do	180
5	....do	480	1	Transitman	1,050
1	Clerk	450	6	Rodmen	900
1	....do	360	3	....do	825
1	Driver	780	8	....do	780
3	Drivers	720	3	Chainmen	700
1	Driver	700	2	....do	675
3	Drivers	630	14	....do	650
4	....do	600	1	Computer	900
1	Driver	540	1	Bridgekeeper	650
1	Driver (also laborer)	480	3	Bridgekeepers	600
1	Stenographer	840	2	Draftsmen	1,050
2	Stenographers	720	2	....do	1,000
1	Copyist	840	1	Draftsman	900
1	....do	480	1	Foreman	1,050
19	Inspectors	1,000	1	....do	1,000
23	....do	900	11	Foremen	900
2	....do	840	4	Assistant foremen	900
11	....do	800	2	....do	720
1	Inspector	750	1	Blacksmith	975
2	Inspectors	720	1	Boss grader	1,000
1	Hostler	540	1	Janitor	900
1	Engineer	1,080	1	....do	720
1	....do	900	2	Janitors	600
3	Assistant engineers	1,000	1	Janitor	540
1	Assistant engineer	720	2	Janitors	480
3	Assistant steam engineers	1,050	2	....do	360
3	....do	875	2	Assistant janitors	300
2	Dynamo tenders	875	9	Firemen	875
3	Firemen	720	1	Fireman	720
3	Coal passers	600	1	....do	480
1	Electrician's helper	840	4	Oilers	610
1	Pneumatic-tube operator	600	6	....do	600
2	Laborers	660	1	Storekeeper	900
1	Laborer	630	1	....do	875
1	....do	625	1	Timekeeper	900
5	Laborers	600	1	Alienist	1,000
2	....do	540	1	Superintendent bathing beach	600
6	....do	500	7	Bailiffs	900
2	....do	400	1	Bailiff	700
2	....do	360	1	Deputy marshal	1,000
2	....do	300			

Statement furnished in response to the request of Hon. John I. Nolan, House of Representatives, as set forth in his letter of May 1, 1914, etc.—Continued.

STATUTORY POSITIONS—Continued.

Number.	Grade.	Salary.	Number.	Grade.	Salary.
1	Probation officer	$1,000	(E) 1	Assistant cook	$360
1	Placing officer	1,000	(E) 2	Cooks	240
2	Placing officers	900	(E) 2	Chief cooks	600
1	Investigating clerk	900	(E) 1	Chief cook	720
3	Charmen	360	(E) 1	Cook	360
1	Pathologist	300	(E) 1	Tailor	360
3	Telephone operators	1,000	(E) 3	Firemen	300
3	do	720	(E) 3	Waitresses	180
4	do	540	(E) 3	Servants	144
1	Telephone operator	450	(E) 4	do	240
1	Repair man	960	(E) 10	Orderlies	300
4	Repair men	900	(E) 1	Orderly	360
1	Assistant repair man	620	(E) 6	Laundresses	240
2	Assistant repair men	540	(E) 7	do	360
1	Cable splicer	620	(E) 1	Laundress	540
1	Morgue master	720	(E) 2	Laundresses	600
1	Assistant morgue master	600	(E) 1	Assistant Laundryman	365
1	Hostler and janitor	480	(E) 2	Chambermaids	180
(D) 3	Members plumbing board	150	(E) 1	Male attendant	360
(D) 1	Secretary of auto board	300	(E) 2	Female attendants	300
(D) 3	Members Board of Steam Engineers	300	(E) 1	Laborer	360
			(E) 1	Driver	240
1	Reference librarian	1,000	(E) 1	do	365
2	Assistant librarians	1,000	(E) 1	Superintendent nurse	900
1	Children's librarian	1,000	(E) 1	do	720
1	Librarian secretary	900	(E) 7	Graduate nurses	600
5	Assistants	720	(E) 2	do	480
5	do	600	(E) 3	do	425
4	do	540	(E) 1	Hospital nurse	480
3	do	480	(E) 2	Pupil nurses	150
5	Attendants	540	(E) 17	do	120
5	do	480	(E) 1	Nurse	360
2	Cloak-room attendants	360	(E) 1	do	300
1	Classifier	900	(E) 1	Clerk	900
1	Cataloguer	720	(E) 1	do	840
1	do	600	(E) 1	Engineer	1,000
2	Cataloguers	540	(E) 1	do	900
1	Workman	600	(E) 1	do	840
1	Library guard	720	(E) 2	Engineers	720
10	Pages	360	(E) 1	Assistant engineer	720
(E) 3	Matrons	360	(E) 4	Assistant engineers	600
(E) 1	Matron	480	(E) 2	do	480
(E) 2	Matrons	600	(E) 1	Assistant superintendent workhouse	720
(E) 2	Assistant matrons	300			
(E) 2	Teachers	360	(E) 1	Stenographer	720
(E) 2	do	480	(E) 1	Stenographer and office assistant	600
(E) 2	do	600			
(E) 1	Farmer	360	(E) 1	Foreman	900
(E) 1	do	480	(E) 1	Engineer and electrician	900
(E) 2	Farmers	540	(E) 1	Superintendent stone plant	900
(E) 3	Farm hands	360			
(E) 1	Blacksmith	480	(E) 1	Superintendent tailor shop	480
(E) 1	do	500			
(E) 1	do	540	(E) 30	Day guards	660
(E) 4	Caretakers	360	(E) 2	do	720
(E) 1	Gardener	540	(E) 5	Night guards	600
(E) 1	Florist	840	(E) 11	Superintendent clothing and laundry	720
(E) 1	Stableman	300			
(E) 1	Dairyman	360	(E) 1	Storekeeper	660
(E) 1	Dietician	600	(E) 1	Steward	900
(E) 1	Pharmacist and clerk	720	(E) 1	Stewardess	480
(E) 1	Pharmacist	720	(E) 1	Veterinarian and officer	780
(E) 3	Resident physicians	480	(E) 1	Captain night watch	900
(E) 1	Elevator conductor	300	(E) 1	Superintendent laundry	480
(E) 1	Watchman	300	(E) 1	Receiving and disbursing officer	900
(E) 1	do	360			
(E) 1	do	480	(E) 1	do	1,000
(E) 1	Housekeeper	300	(E) 1	Captain of boat	900
(E) 1	do	360	(E) 5	Officers	480
(E) 2	Housemaids	180	(E) 1	Hospital nurse	480
(E) 8	Wardmaids	180	(F) 3	Clerks	1,000
(E) 1	Baker	540	(F) 4	Surgeons	720
(E) 1	Hostler and driver	240	(F) 100	Privates	1,080
(E) 1	Hostler	240	(F) 58	do	900
(E) 1	Seamstress	240	(F) 6	Telegraph operators	720
(E) 1	do	300	(F) 14	Janitors	600
(E) 4	Assistant cooks	180	(F) 1	Messenger	700
(E) 2	do	300	(F) 1	do	500

Statement furnished in response to the request of Hon. John I. Nolan, House of Representatives, as set forth in his letter of May 1, 1914, etc.—Continued.

STATUTORY POSITIONS—Continued.

mber.	Grade.	Salary.	Number.	Grade.	Salary.
(F) 18	Drivers	$720	(I) 488	Teachers	$650
(F) 6	Matrons	600	(I) 337	.....do	600
(F) 2	Clerks	900	(I) 66	.....do	500
(F) 4	Drivers	600	(I) 1	Librarian	800
(F) 1	Hostler	600	(I) 12	Librarian clerks	650
(F) 6	Guards	600	(I) 5	.....do	600
(F) 2	Engineers	1,000	(I) 8	.....do	500
(F) 1	Watchman	540	(H) 10	Janitors	900
(F) 2	Deckhands	540	(H) 6	.....do	840
(G) 2	Inspectors	1,080	(H) 1	Janitor	800
(G) 2	Marine firemen	720	(H) 24	Janitors	720
(G) 219	Privates	1,080	(H) 2	Assistant janitors	720
(G) 42	.....do	960	(H) 10	.....do	700
(G) 1	Hostler	600	(H) 76	Janitors	600
(G) 1	Laborer	480	(H) 4	.....do	540
(H) 2	Clerks	1,000	(H) 2	.....do	360
(H) 1	Clerk	900	(H) 12	.....do	300
(H) 2	Stenographers	840	(H) 4	.....do	150
(H) 1	Messneger	720	(H) 9	Laborers	420
(H) 2	Attendant officers	600	(H) 30	.....do	360
(H) 1	Attendant officer	900	(H) 24	.....do	300
(H) 1	Assistant custodian	800	(H) 2	Engineers	1,000
(I) 118	Teachers	950	(H) 2	Assistant engineers	720
(I) 415	.....do	800			

LUMP SUM AND GENERAL APPROPRIATIONS.

[Monthly and per diem.]

2	Clerks	p. d.	$3.00	2	Matrons	p. a.	$900.00
2	.....do	p. d.	2.50	1	Steward	p. a.	720.00
3	.....do	p. d.	2.25	2	Engineers	p. a.	1,020.00
1	Clerk	p. d.	2.00	1	Finisher	p. d.	3.00
3	Clerks	p. m.	60.00	1	Sewer	p. d.	1.35
1	Electrician	p. d.	3.00	1	.....do	p. d.	1.25
1	Bridgekeeper	p. d.	2.50	2	Attendants	p. d.	2.25
2	Rodmen	p. d.	3.00	2	.....do	p. d.	2.00
5	Copyists	p. d.	3.50	2	.....do	p. d.	1.25
2	.....do	p. d.	2.00	2	.....do	p. d.	1.00
3	.....do	p. d.	2.00	(A) 13	Director of playgrounds	p. m.	65.00
2	Inspectors	p. d.	3.00	(A) 1	Assistant director of playgrounds	p. m.	60.00
1	Inspector	p. d.	3.25	(B) 2	Assistant directors of playgrounds	p. m.	60.00
1	.....do	p. d.	3.50	(B) 1	Assistant director of playgrounds	p. m.	50.00
1	.....do	p. d.	2.25	(C) 1	.....do	p. m.	50.00
22	Physicians to poor	p. d.	1.00	(C) 13	Assistant directors of playgrounds	p. m.	45.00
4	Nurses	p. d.	2.00				
1	Superintendent crematorium	p. d.	3.25		LABORERS AND MECHANICS.		
1	Engineer	p. d.	3.75				
1	.....do	p. d.	2.50	1	Blacksmith	p. d.	2.50
2	Laborers	p. d.	2.00	1	.....do	p. d.	2.25
3	.....do	p. d.	1.50	1	Blacksmith helper	p. d.	2.00
1	Driver	p. d.	2.50	1	Bridgeman	p. d.	2.00
4	Drivers	p. d.	2.00	1	.....do	p. d.	2.25
2	Draftsmen	p. d.	3.00	2	Broom makers	p. d.	1.75
1	Draftsman	p. d.	2.50	13	Caulkers	p. d.	2.50
3	Chainmen	p. d.	2.25	22	Drivers	p. d.	1.50
1	Stableman	p. d.	1.50	152	.....do	p. d.	1.75
1	Copyist	p. d.	3.25	4	.....do	p. d.	1.85
1	.....do	p. d.	2.75	12	.....do	p. d.	2.00
2	Copyists	p. d.	2.50	7	Dump men	p. d.	1.50
1	Bailiff	p. d.	3.50	1	Dump man	p. d.	1.75
3	Bailiffs	p. d.	3.00	2	Dump men	p. d.	2.00
1	Inspector	p. m.	85.00	1	Fireman	p. d.	2.00
2	Inspectors	p. m.	60.00	1	Harness maker	p. d.	2.75
1	Inspector	p. d.	3.00	5	Helpers	p. d.	1.50
1	.....do	p. a.	1,000.00	4	.....do	p. d.	1.75
5	Clerks	p. m.	60.00	4	.....do	p. d.	2.00
2	.....do	p. m.	70.00	1	Horseshoer	p. d	2.00
1	Messenger	p. m.	50.00	2	Hostlers	p. d.	2.25
1	Clerk	p. a.	900.00	1	Laborer	p. d	.75
2	Assistant foremen	p. m.	85.00	8	Laborers	p. d	1.00
1	Overseer	p. m.	75.00				
1	Captain of guards	p. a.	1,080.00				
2	Captains of watch	p. a.	1,080.00				
12	Guards	p. a.	1,020.00				

Statement furnished in response to the request of Hon. John I. Nolan, House of Representatives, as set forth in his letter of May 1, 1914, etc.—Continued.

LUMP SUM AND GENERAL APPROPRIATIONS—Continued.

Number.	Grade.	Salary.		Number.	Grade.	Salary.	
	LABORERS AND MECHANICS—continued.				LABORERS AND MECHANICS—continued.		
427	Laborers	p. d	$1.50	1	Stablemen	p. d	$2.00
6	.....do	p. d	1.60	1	.....do	p. d	2.50
329	.....do	p. d	1.75	1	Storekeeper	p. d	2.75
8	.....do	p. d	1.80	318	Sweepers	p. d	1.50
156	.....do	p. d	2.00	4	.....do	p. d	1.60
76	.....do	p. d	2.25	1	Sweeper	p. d	1.65
85	.....do	p. d	2.50	7	Teamsters	p. d	1.75
1	Laborer	p. d	2.60	1	Timekeeper	p. d	2.25
12	Laborers	p. d	2.75	1	Tinner	p. d	2.75
1	Laborer	p. d	2.85	39	Trenchmen	p. d	2.00
3	Machinists' helpers	p. d	1.75	1	Trimmer	p. d	1.75
2	Painters	p. d	2.75	8	Trimmers	p. d	2.00
1	Paver	p. d	2.00	8	.....do	p. d	2.25
1	.....do	p. d	2.25	1	Watchman	p. d	1.00
8	Pavers	p. d	2.50	36	Watchmen	p. d	1.50
1	Plumbers' helper	p. d	2.50	4	.....do	p. d	1.75
15	Rammers	p. d	2.00	3	.....do	p. d	2.00
2	Repairmen	p. d	2.25	4	Waterboys	p. d	.75
2	Stablemen	p. d	1.25	6	.....do	p. d	1.00
8	.....do	p. d	1.50	1	Wheelwright	p. d	2.75
1	Stableman	p. d	1.75	1	.....do	p. d	2.50

Interstate Commerce Commission.

Statutory: None less than $1,095.
Per diem: None less than $3 per day.

Lump sum:	
27, at	$1,080
43, at	1,020
1, at	960
76, at	900
14, at	840
76, at	720
2, at	660
17, at	600

Lump sum—Continued.	
1, at	$540
20, at	480
18, at	420
2, at	360
17, at	240
314	

Memorandum showing the number of employees, by grades, of classified and unclassified civil employees on the rolls of the several Government branches under the direction of the Smithsonian Institution.

[United States National Museum, International Exchanges, Bureau of American Ethnology, National Zoological Park, Astrophysical Observatory, International Catalogue of Scientific Literature.]

[Number and salary.]

Lump-sum appropriations:	
12	$1,080
5	1,020
1	1,000
11	960
32	900
21	840
15	780
2	750
84	720
5	660
62	600
1	540

Lump-sum appropriations—Continued.	
7	$480
10	360
3	300
48	240
Per diem employees:	
4	2.25
16	2.00
10	1.75
7	1.50
1	1.25
4	1.00

Civil Service Commission.

[Number of employees and salary.]

Statutory positions:	
39	$1,000
26	900
8	840
9	720
3	660
1	480
3	360
2	240
91	
Lump-sum roll:	
21	900
6	840
3	720
1	600
31	

Per diem employees, none.

United States Botanic Gardens.

[Number and rate.]

Per diem employees:	
1	$2.00
11	1.75
9	1.50

Lump-sum appropriations:		**Lump-sum appropriations:**	
1	$1,020	2	$720
4	900		

The following communications are submitted for the record:

WASHINGTON, D. C., *March 22, 1916.*

Representative NOLAN,
United States House of Representatives, Washington, D. C.

MY DEAR MR. NOLAN: It is, indeed, a great debt that we, the small-salaried employeees of the Government, owe to you, the author of the $3-a-day bill, for there is always some one to speak for the fellow higher up, but few dare to speak for the little fellow. It is a great thing to vote for monuments for our dead heroes, but a far greater thing to vote for proper food and clothing for the living, that they may be honest citizens.

I am writing to ask you, while you are working for an increase of salary for the gravediggers and the laborers in the different departments, please do not forget the girls in the Bureau of Printing and Engraving. They receive $1.75 a day, and after constantly standing at their work for seven years and over, they get what is called a promotion, in most cases this means 10 cents a day extra; they are also given furloughs, sometimes three days a month without pay. If you have ever been through the building you know the work is very strenuous, requiring constant standing.

I know a little woman who is supporting herself and three children on this salary, with the exception of what her two little boys can make after school selling papers. She gets up at 5 o'clock in the morning and doesn't have time to go to bed until 11 at night, for after coming home from work she must cook, clean, and sew for her children. You men on the hill have been boys yourselves and you know how much two healthy boys can eat and how many pairs of shoes, stockings, and trousers they can wear out, and they cost lots more now that they did when you were boys. She isn't a grouchy mother, either, she is the smily kind. If she can smile under these circumstances, what wonders would she accomplish on $3 a day.

This is only one case, for I know dozens of girls who are supporting others besides themselves on this meager amount, and, unlike gravediggers, they

must dress respectably, while a coat suit that cost $20 eight years ago now costs $30; while they could get room and board for $20 a month some years ago now they must pay $25 and $30.

At this rate where does anything come in for illness or old age? We are lucky, indeed, if we can scrape together enough insurance to keep us from the potter's field.

Thanking you for your kind interest in the low-salaried employees and hoping you will be justly rewarded for your goodness, I am,

Very respectfully,

LOUISE C. NEAVITT,
Plate-Printer's Assistant, Bureau of Engraving and Printing.

WASHINGTON, *March 23, 1916.*

Hon. JOHN I. NOLAN,
House of Representatives.

DEAR SIR: Allow me to say a word in regard to the bill pending to increase the salary of the underpaid Federal employees. I am unmarried, and the reason is that it takes more courage, if courage I may call it, than I possess to get married while drawing a salary of $60 a month.

A few have testified in regard to the cost of rearing a family and how near they are to starvation or charity. And no doubt but that in some cases a man's efficiency and quality of work is lessened because of the strain and burden that preys upon his mind how to meet emergencies should they arise and the continuation of paying out every dollar for bread on every pay day.

And I wish that the problem of the unmarried men be taken for consideration.

A large per cent of the men of my acquaintance who are married are married when they accept a position with the Government, and those who live in small towns or the country do not know how little they can buy with the salary they accept.

And the single man acts accordingly, looking forward to the day when he will cease being a single man, but afer living in and around those who have families and are drawing the same salary as he is he sees nothing but despair and disappointment, consequenly inefficiency, and then a lower grade of work for the Government.

And when a man is compelled to live a single life and live a clean and moral one it requires little or nothing short of Divine power to resist the temptations or transgression of the laws of God and man by yielding to the natural tendencies which is common to all.

And I believe there are many men whose salary is small rather than take a wife and live a moral life, with the possibilities of her and her babies being in want of the necessities and comforts of life and of being subjects of charity, repels him, consequently becoming embittered and disappointed with his life and circumstances, he associates with undesirable people and begins to dissipate.

I know a number of young men who have said that as soon as their salaries were increased "holy matrimony for them," and if it is true that married men are more efficient where can the Government buy efficiency more cheaply?

We that are receiving small salaries are capable of performing the same duties as some who receive from a third to one-half more salary. But we can not all be directors or chiefs, some one must serve as watchmen, clerk, etc., and it costs just as much to feed a watchman's wife and babies as any other man's.

I have endeavored to explain to some extent the problem of the unmarried man. I have pointed out one thing that is detrimental to the health and happiness of those who have not the power to repel temptation.

And if you think this letter is worthy of your attention and that of the committee, I desire that it be read to the committee, and do earnestly ask the committee to give the unmarried man some consideration.

Very respectfully, yours,

KARL MEERS,
Watchman, Bureau of Engraving.

MOUNT RAINIER, MD.

Hon. Congressman NOLAN:

I read with pleasure your move to raise the poor civil service employee's salary. As I am one of them. Being appointed in the Bureau of Engraving

and Printing seven years ago at $720 per annum, a skilled helper. I have never been promoted in the seven years. I am an American-born citizen and a voter. I have a wife and five children. You will, therefore, know how hard it is to give my children bread to eat. Just as soon as they got to be 14 years old, they had to go out in the stores and say they were 16 years to get a job at $3 per week. The consequences of this are they have grown up without any education. I am not able to give my family the necessaries of life. I am telling you the God's truth. Do you think a man can raise a family on $2 per day? I pray God's rich blessing on you for just trying, even though you may not succeed in raising all employees under $900.

Respectfully,

JESSE P. DAVIS,
Mount Rainier, Md.

BUREAU OF ENGRAVING AND PRINTING, RAG LAUNDRY.

Representative JAMES P. MAHER,
Chairman of the Labor Committee.

Will you please have this statement put in the record?

The rag laundry is one of the most important divisions in the bureau. It is the place where work is furnished for the printers. If it were not for the laundry the whole bureau would virtually have to close. In this division there are 63 men working—all classed unskilled laborers. There are 6 or 8 long rag tubs that are run by motor power, and about 15 or 20 tubs for hand rags, that are run by motor power, 1 electric tub, 1 electric-motor ringer, 1 ringer that is run by motor power; 4 long rag starchers, 1 of which is an electric starcher; 4 hand rag starchers; all of which is run by motor; 3 long rag driers, which are run by motor; 2 rollers for long rags, run by motor; 1 motor truck. These machines are successfully operated or mastered by the unskilled men. Now, gentlemen, to master this work and machines it takes great skill and care. I dare say that you yourselves could not do it. I am reminded of the fact that there are men in this division that have been there for six and seven years can not master some of these machines. We have appealed to our foreman, chief, and the director for an increase in our pay but in vain. The director has said to us that he is in sympathy and that he has us in his heart, but Congress does not give him the money. Sixty of these men receive the pittance $1.84 per day or 23 cents per hour. We have been furloughed even at this, without pay. Our lives are in danger, because of intense heat and steam and the poisonous ink dust. Indeed, gentlemen, we are discouraged, but still we are loyal to the Government. Letter from Mr. McAdoo. If we are sick more than 30 days we lose all time that we are out, for we only get 30 days sick or well, annually. We who are blessed with health, share our earnings with the sick in our division, enabling them to exist. Some of us have been abused, cursed at, and if we resent such we are carried to the office and threatened with being put on Fourteenth Street. The foreman receives $100; the assistant, $65, and the third assistant $60 per month. Gentlemen, we would be glad if you will investigate this statement.

WHAT IT COST ME TO LIVE.

I have a wife and two children.

House rent, 4 rooms, $16.50; food, including everything, $30 for four ($7.50 each); total, $46.50.

I have nothing for shoes or repair.

I have nothing for clothes, furniture, fuel, car fare, bedding, etc. Our wives have to leave home and go in service to help support home, leaving children unprotected and the home.

In the name of God, gentlemen, we plead for you to come to the rescue of the poor.

House rent	$20
Food, at $10 a head	40
Shoes and clothes	5
Miscellaneous, car fare, church, papers, soap, etc	5
Fuel and light	5
Total	75

JOHN GERMAN,
Chairman Laundry Committee,
Bureau Printing and Engraving, 2515 H Street NW.

NUMBERING DIVISION,
BUREAU ENGRAVING AND PRINTING,
Washington, D. C.

To Representative NOLAN,
House of Representatives, United States Capitol.

HONORED SIR: The examiners of the Numbering Division of the Bureau of Engraving and Printing of Washington, D. C., take pleasure in communicating with you in regard to your measure for fixing the compensation of certain Government employees.

The Numbering Division is the finishing room of the Bureau of Engraving and Printing. Here the money is carefully examined, counted, and branded for distribution. Work of this division calls for most careful attention, as well as accuracy.

The examiners have presented a petition to Director J. E. Ralph asking an increase in compensation, as we feel that we are underpaid for the work we do.

A petition and a statement itemizing our work is at this time before the Treasury committee, of which Hon. William P. Malburn is chairman. This petition is signed and recommended by the chief of the numbering room.

The examiner's salary at this time is $700 a year for work which at one time paid $900 at the Treasury Department.

We are much interested in your efforts in our behalf, as we are among the underpaid employees of the Government, and we bring these facts before you because we deem them worthy of mention at this time.

May crowning success be yours and ours.

Most respectfully,

LULU V. HARRIS,
Committee Chairman of the Examiners of the Numbering Division of the Bureau of Engraving and Printing,
Washington, D. C.

MARCH 18, 1916.

DEAR MR. NOLAN: As a resident of Washington, D. C. (being from the State of Indiana), and a clerk in the Government employ, I have had occasion to observe a great many things, foremost among these things is the antagonistic attitude of the local people to State people. Your efforts to increase the wages of the employees is most commendable, but, at the same time, who is going to be bettered to a great extent by it?—viz, the District people. I know of families here who have six and seven of their family working for the Government, yet the State people are restricted to one, and, if lucky, may crowd in two.

I was a visitor through the Bureau of Engraving and Printing one day last week. A consumptive-looking girl took our party through. Her voice was so weak, and her breath was so short that we were unable to get the sound of her voice. Upon inquiry, I found that her name was Reardon, and that she had three sisters in the same building, and two brothers in some other department. It is not an uncommon thing, they tell me, in the Government Printing Office or in the Bureau of Engraving and Printing for two sisters, husband and wife, and father and son to work in the same room, all living at the same address and same home. In justice to everyone, I contend that only one member of the same family in the District should work for the Government, thereby giving all the residents fair play. This thing of local tricksters getting everything from Uncle Sam is not right.

Now is a good time to right a very bad wrong. The two departments, above mentioned, are too easy of access to District people, and, once they get in, they soon scatter to the other departments. If a law was made and once enforced a great deal of trouble and injustice would be done away with.

Request these two departments to give you their "family lists." You will be surprised.

Hoping this may meet with consideration.

Respectfully,

(Miss) C. MARWRER.

WASHINGTON, D. C.

I am employed as a watchman in the United States Treasury, and am drawing a salary of $720 per year. I am a married man having a wife and four children. It would be impossible for me to live on my salary; but, fortunately, I have a little income coming in, and I also own my home.

My household expenses, putting them at the lowest estimate, are: Groceries, $380; shoes for the family, $25; shoe repairs, $10; clothing for the family, $120; medicine, $20; car fare, $30; household articles, carpets, etc., $35; coal, $56; gas, $30; making a total for the year of $707.

In those items I have not included amusements, taxes, or insurance. Having no rent to pay, this is how I could live on $720 per year.

JEREMIAH FLYNN,
Watchman, Treasury Department.

WASHINGTON, *D. C., March 22, 1916.*

Mr. J. D. MACHEN:

I wish you would state fully to the House committee my condition as a watchman at the Treasury Department. I have a wife and three children depending on me, who has been sick this winter.

My expenses for February, 1916, has been as follows:

Rent	$15.00
Groceries	24.00
Car fare	2.80
Doctor's bill	10.00
Medicines	9.00
Coal bill	2.80
Gas bill	1.25
Tobacco	.25
Milk bill	2.80
1 hair cut	.15
2 pairs hose	.25
1 shirt	.50
Insurance	6.25
1 dress	2.00
2 pairs shoes	4.25
	81.30
My salary was	60.00
	21.30

God only knows when I will be able to pay this $21.30. I am looking for employment some place so I can make extra money to meet this deficit of $21.30 with.

I am still in need of several things that would make my wife and children feel happy. It would be a great treat to my wife and little children to see carpet on the floors or have pennies to take to Sunday school.

I sincerely hope that the honorable committee will consider your appeal in our behalf.

Yours, truly,

GEORGE DAUSON.

OAKLAND, CAL., *March 20, 1916.*

Hon. DAVID J. LEWIS,
Washington, D. C.

DEAR SIR: You have before you the Nolan minimum-wage bill, known as H. R. 11876. As an employee in the appraiser's department at the port of San Francisco, I hasten to emphasize the necessity of getting behind the movement to urge our Congressmen and Senators to listen to the appeal of the underpaid Government employee to pay us enough wages to support our families, school our children, pay our honest obligations, and be respectable American citizens. We ask no luxuries, no fancy salary—no, we ask only enough to be honest, to keep body and soul together—enough to keep us from being ashamed that we are employed by that great boasted Government of a land of plenty. If you consider us a part of the Government, why not give us an opportunity to be a respectable part of the Government?

Now, my dear sir, I have a good wife and seven children, and am drawing each month, as many others are, $70. This makes a family of 9; and 9 into 70 equals 7⅞. An average of $7⅞ per month to feed and clothe us, pay rent, pay for lights, and pay for fuel, and school the children.

Breathes there a Congressman or Senator with soul so dead as not to hide his head in shame when he stops to realize that he is in a measure responsible for such conditions?

You people are our agents. We placed you there in good faith, and now we ask that you vote us enough wages to keep the wolf from the door and to keep us out of the clutches of loan sharks. I am only one; there are hundreds of others all watching, hoping, and praying that, owing to the high cost of living, you will come to our assistance and vote us out of misery. Will you do it? If not, why not?

Do you Senators and Representatives realize that we are human, possessed of all the sensitiveness of the human family; that we have the power to love our children the same as you have? And having that power, it naturally follows that we desire to care for them and school them, that they may take their place among men with a heart and head cultivated and be a credit to themselves, to their parents, and to the Nation? Can this high standard be attained on $70 per month? The answer is, No; a thousand times no.

Again I appeal to you to come to our assistance and do your duty and vote us enough salary or wages that we may live. In making this appeal we ask only justice.

Very respectfully,

J. M. BLACK,
1417 Twentieth Avenue, Oakland, Cal.

WASHINGTON, D. C., *March 22, 1916.*

Hon. J. I. NOLAN,
House of Representatives, United States.

SIR: I take the liberty to thank you for the interest you have manifested in behalf of the Government employees in trying to insure an increased minimum wage for them. I sincerely hope you have not overlooked the messenger boys in your bill now pending before the House.

We are required to take the same examination as messengers, watchmen, and skilled laborers, yet on account of our title we are not allowed to compete in examinations for promotion, which privilege messengers, watchmen, and skilled laborers enjoy. We try to the best of our ability to please our superiors, and in most cases succeed. The entrance salary for messenger boys is $360 per annum, and few rarely receive more than $480 per annum. On this small salary it is exceedingly difficult to attend school to fit ourselves for better positions, and as some of us have mothers, brothers, and sisters who partially depend upon our small salaries for support we are unable to pay for schooling. Some of us assist on work of a clerical nature, and do so gladly for the experience that we get; but it is very discouraging to see other employees who do work of a lower grade receive higher compensation.

Could not the civil-service status of messenger boys be so changed that upon service to the entrance age of messengers, etc., the boys be made eligible for the promotion examinations or be placed upon an equal footing with the messenger grade?

Sincerely trusting that you may be disposed to include us in your worthy effort, I have the honor to remain,

Very respectfully, yours,

FRED C. CORNWELL,
Messenger Boy, Office of the Supervising Architect, Treasury Department.

And in the interest of the following messenger boys in the same office: Howard E. Kenney, Raymond J. F. Panholzer, John L. Brenner.

WASHINGTON, D. C., *March 24, 1916.*

CHAIRMAN LABOR COMMITTEE,
House of Representatives, City.

GENTLEMEN: Below is a history of my experience in the Government service:

I came here in August, 1913, to take a position in the Treasury Department as a watchman, quitting a position that was paying me $3.50 per day, believing at the time that the Government was a just employer and would raise me as soon as they saw I was worth more. I had $300 saved up when I came here and spent $200 to bring my family. I rented two rooms at $15 per month, feeling that I could not afford more at that salary, and have been there ever

since. About a year after I came here I took a typerwriter examination, first grade, and passed. Being from the State of Texas, and since that State is away down on the apportionment list, I thought that I would get an appointment right away and that I would receive some credit for the year that I had spent in the service. I found that the Civil Service Commission had warped the apportionment law around so that it was of no use to me, and that they would not let me know my relative standing and my chances for a job, nor would they allow me any credit for the year that I had spent in the service. In order to get a position as a clerk I was forced to take $720 per year as a salary in the offices of the Interstate Commerce Commission, and another gentleman, whose position I am now holding, was transferred to the vacancy at the Treasury. I would not have accepted that salary, but was entirely in the dark as to my chances for anything else; and as my previous training had not fitted me for the position as watchman, I accepted, and am now in the offices of the Interstate Commerce Commission at that salary.

The money that I had saved up is now gone, and my wife is breaking down in health, due to having to live in two small rooms during the hot weather and being unable to afford the car fare to go around. I have bought no clothes since I have been here, nor has my wife. We have been forced to do with the ones we had when we came here. I will be forced to send my wife home soon and the baby, for I am afraid to risk another summer under our present living conditions.

There is no use in my going into the cost of living here, for any man who has lived here knows it costs more than $720 a year to live here and support a family. I would like to have appeared before the committee and stated these facts, but I plan to use my annual leave in working in order to get enough money to pay my way back to Texas, and when I get there I shall do what I can to convince my friends that the Government is not the employer that the Civil Service Commission represents it to be, and that any man who goes into the service as a clerk may as well expect to receive a severe shock to his patriotism.

Firmly believing that when the stress of other matters is over and Congress has time to look into the need of a general readjustment of the present salaries it will act, I remain,

Very respectfully, ——— ———.

WASHINGTON, D. C., *March 23, 1916.*

The following is a true statement of the average cost of living per week and month for myself and wife:

PER WEEK.

Meat, eggs, lard, and potatoes	$3.30
Tea, 25 cents; sugar, 15 cents; butter, 70 cents	1.10
Salt and pepper, 10 cents; oil for light, 30 cents	.40
Bread, $1.05; carrots, $5 cents; turnips, 5 cents	1.15
Cabbage, 15 cents; onions, 10 cents; soap, 10 cents	.35
Starch, 10 cents; blue, 5 cents; pint milk per day, 35 cents	.50
Fish on Fridays	.30
Total for one week	7.10

$7.10 per week = $30.30 per month.

PER MONTH.

Eatables per month	$30.30
Rent and heat for four rooms	22.20
Total cost of eatables, rent, and heat per month	52.50
I am a Federal employee and my pay is	60.00
Expenses	52.50
Amount left after expenses are paid	7.50

Seven dollars and fifty cents is what I have left from my pay to clothe myself and wife, pay for medicine and doctor's bills, replace crockery, cooking utensils, furniture, house furnishings, such as towels, table, and floor coverings, bedclothes, etc.

If all employees were paid at the same rate as I am, we would not need any banks or bank employees, for we can never put a penny away for a rainy day, but if it comes we must suffer the consequences.

I am a watchman in the United States Treasury Department and am compelled to work 365 days a year, less 30 days annual leave, 10 days sick leave if sick, and about 4 Sundays, making a total of 44 days from 365 days. Three hundred and twenty-five days a year I have to work. If any more than the above time is lost it is deducted from my pay, and often I am compelled to forfeit part of my annual leave due to some cause or other.

Formerly we were allowed 30 days sick leave a year, but it has been reduced to 10 days a year. Christmas, Fourth of July, 22d day of February, 30th day of May, nor any other holidays or parts of holidays ever exist for the United States Treasury watchman. The above is a true statement of facts pertaining to my living expenses, my salary, and working conditions. I have been employed as a watchman in the United States Treasury Department for —— years and —— months.

Very respectfully, F. SHORTSLEEVES.

We, the undersigned attest that from our personal experience, derived from being employed in the same division of the same department, and living under the same conditions as that of the above employee, that each and every one of his statements as set forth in the above are true facts, and that we have been employed in this division receiving the same salary of $60 per month for the length of time stated in our attests, and that our families consist of the number set forth in our attests:

Fred Shortsleeves; wife; length of service, 23 years.
R. Marquet, wife; 1 child; length of service, 20 years.
E. S. Van Norman; wife; length of service, 16 years.
R. F. Fookes; 2 children; length of service, 22 years.
Jos. A. Buckholdt; wife; 4 children; length of service, 9 months.
Geo. W. Dawson; wife; 3 children.
J. Flynn, wife; 4 children; length of service, 15 years.
Emanuel Minich; 2 children; length of service, 38 years.
Frank A. Berlage; 1 child; length of service, 15¾ years.
Guy Morse; wife; 1 child.
Thomas W. Goucher; wife; 1 child.
W. P. Mansfield.
E. E. Degges.
Frank F. Judson; wife; 4 children.

UNITED STATES PUBLIC HEALTH SERVICE,
UNITED STATES MARINE HOSPITAL,
Baltimore, Md., April 6, 1916.

The CHAIRMAN HOUSE SUBCOMMITTEE FOR THE NOLAN BILL.
House Labor Committee, House of Representatives, Washington, D. C.

SIR: We, the undersigned employees of the United States Public Health Service, Department of Marine Hospitals, at Baltimore, Md., wish to bring to your attention (while considering the Nolan bill for the increase of wages of Federal employees) the small wages paid employees of this department. The wages for employees at this station range from $25 to $60 per month, or from $300 to $720 per year (only one receiving $720 salary). There are men among us, too, who are trying to support families on these small wages, which, as you know, they can not do—that is, support them properly.

If the employees of this department are not already included in the Nolan bill, we respectfully request that we be included and receive consideration along with other Federal employees. We are, sir,

Most respectfully, yours,

J. T. CURTIS.
MARION L. COLE.
OLIVER R. KROUT.
CLIFTON A. JONES.
JOHN J. HORAN.
EDWARD CONNOLLY.
WILLIAM MESQUITTA,
ALBERT SPRINKEL.
JAMES HANLON.
JAMES C. PARRISH.
ALBERT MERKLE.
DANIEL M. FITZGIBBON.
W. B. WEMKAMP.
MALICA SCALLY.
THOMAS H. REID.
JAMES S. BARRY.
HARRY M. PHILLIPS.
WELTON A. GREEN.

WASHINGTON, D. C., *April 9, 1916.*

Hon. JOHN I. NOLAN,
Of California.

DEAR SIR: I have been reading the press with exceedingly much interest and carefully notice your bill, which in all probability is just and needful.

I am an employee of the General Government Division of the Public Buildings and Grounds and a married white man of Havre de Grace, Md.

I am asking of you that you please do use your efforts to increase the appropriations granted by Congress to the Division of Public Buildings and Grounds and that you help the employees of above division named to get $2 per day, which we have been trying to get for some time past.

Our present salary is a fixed rate of $1.60 per day, and if all days in a month be made we can only earn $43.25 per month, but as our work is most out of doors we lose all bad or rainy days, so that we can only make from $35 to $40 per month, which is not enough to meet expenses necessary for the high cost in the living line of consumable necessities.

I myself am not an illiterate, for I have two professions. I am a weaver by trade and experienced chauffeur. I will gladly appear before the examining board if I be wanted.

Again I ask you in behalf of my fellow workmen for the benefit of our families, the future morals of our country, and all interested to this end. Thanking you in advance,

Yours, very respectfully,

J. M. WEEKS,
1139 Eighth Street NW.

Representative NOLAN, *of California.*

DEAR SIR: The watch force of the Government Printing Office consists of about 65 or 70 men. They are annual employees, and receive $720 per annum as compensation. They are allowed 30 days annual leave, one Sunday off per month, one holiday per year, no Saturday half holidays, and no sick leave; nor do they receive any compensation of any kind other than the $720 per annum.

Other employees in the office are allowed all their Sundays, holidays, and half holidays besides their annual leave, and receive extra compensation whenever their services are required on Sundays or holidays.

Respectfully, yours,

JOHN W. POWELL,
Watchman, Government Printing Office.

WASHINGTON, D. C., *March 21, 1916.*

Hon. Mr. NOLAN,
Committee on Labor.

MY DEAR SIR: My desire in writing you this letter is to give your committee a little personal data in connection with the hearings now in progress relative to an increase of wage for Federal workers.

I am an employee of the Government Printing Office as a skilled laborer, and have been so for about 12 years, at $2 per day—$626 a year. For faithful service and meritorious work there is no hope or chance for promotion. Promotions are made through influence, politically or otherwise.

After all these years of faithful service I am to-day in debt to the extent of many hundreds of dollars trying to take care of a family on $626 a year. I have received assistance and charity from various sources innumerable times. Instead of having the spirit and feeling of a patriotic citizen I am degraded. There are hundreds of families in the same plight, employees trying to take care of their families on wages that will not buy even food and clothes. At the present time my family amounts to three people, and we have to live in one room, rented, in order to get by. Will not bother you with further details, as this sort of condition will speak for itself.

Yours, sincerely,

LARS W. ERICKSON,
Government Printing Office.

To the LABOR COMMITTEE,
House of Representatives:

Mr. Chairman and members, I appear before you in behalf of a body of United States civil-service employees who are classified as United States park watchmen, but who are, practically speaking, United States park police.

This force is composed of 42 members—1 first sergeant, 1 second sergeant, 2 acting sergeants, and 38 privates.

The compensation paid for these men's services is as follows: First sergeant, at $950; second sergeant, at $900; 2 acting sergeants and 38 privates, at $840 per annum.

This force comes under the department of public buildings and grounds.

By an act of Congress approved August, 1882 (vol. 22, Stats., p. 243), provides that "All watchmen provided for by the United States Government for service in any of the public squares and reservations in the District of Columbia shall have and perform the same powers and duties as the Metropolitan police of said District." Now, gentlemen, these men are invested with these powers, but do not receive the compensation for their services as the Metropolitan police, nor are they classified as police, which they properly should be.

All fines collected for misdemeanors which the park watchmen make arrests for (on streets or in parks) go to the benefit of the Metropolitan police pension fund, from which the park watchmen do not derive any benefit.

I will here state the approximate number of arrests and amount of fines in which the United States park watchmen were concerned during the year 1915 amounted to 621 arrests, with fines amounting to $3,500.

These men are mostly all married and have families consisting of from 3 to 12 members. Imagine the men with these families getting through life on $840 per year with the cost of living as it is now.

These men are exposed to all the dangers which a policeman are and do not have a pension fund. I wish here to state that one of these United States park watchmen last May had the misfortune to strike a stone which caused him to be thrown from his bicycle, and in falling he injured his foot. This injury caused him to be absent from his duties till January, 1916. This man received his pay for 30 days' sick leave, and what annual leave he had he had not used to that time, and 30 days' emergency leave. After that his pay ceased. Just think, gentlemen, a man with 12 in a family, hurt in line of duty, no fault of his own, depending solely on his $840 per year, or $70 per month, being deprived of his pay for five months.

There is now at the present time another member of this force who has used his sick, annual, and emergency leave, and still sick, and is not drawing any pay. Same can be said of this man, hurt in line of duty.

The members of this force perform eight hours of duty per day.

Average expenses per year for a family of five, as follows:

Rent, 6-room house, at $23 per month	$276.00
Food, at $40 per month	480.00
Coal, 5 tons, at $7.25 per ton	36.25
Gas, at $1.40 per month	16.80
Insurance, at $3.85 per month	46.20
Clothing	55.50
Car fare and pleasure	10.00
Total	920.75

Respectfully submitted.

JOSEPH E. SHOWHAN,
136a Q Street NW.

CITY, *March 27, 1916.*

Hon. JOHN I. NOLAN.

DEAR SIR: I see from the public press your committee intends sending for the chief clerks from the Department of Public Buildings and Grounds. You want to send for F. F. Gillen, the superintendent. He runs the whole department; Col. Harts in only a figurehead; and I would suggest you ask him the following questions:

First. How many classified men are there employed in the shops? What their salary? How many unclassified men, and their salary? Do not all do the same work in the shops they are employed in? Who is the foreman of the

carpenter shop, and his salary now? What was his predecessor's salary when he relieved him, and how long did he work in the shop before you dropped him from the rolls? Did the foreman recommend him to be dropped? Did you drop him through prejudice and without consulting Col. Harts? How long was he employed? Was he not efficient and done the work assigned him? Did you not O. K. a drawing Mr. Owens made for a piece of work for him to make for the office a week before he was dropped from the rolls?

Second. How many laborers are there employed in the parks—employed through the summer months—and their pay? How many whites and how many blacks? Do these men have all rainy weather and holidays? Are they paid but once a month? Do you put laborers at work at the mechanical trades for the same pay? Are they allowed to smoke during working hours? Are they allowed to smoke in the office when you work?

Third. How many classified men employed in the greenhouses? What is their salary? What leave do they get? How often do they go on duty on Sundays? Do they do the same work as is done in the Agricultural Department? How many unclassified men work in the greenhouses and what is their salary? When you build a new greenhouse entire, do you call that reconstruction? Is that complying with the appropriation?

Fourth. How many employees are there at the Washington Monument? Who is the present custodian? Was he appointed under civil service? Was he a machinist and electrician when appointed, which the position requires? What relation is he to you? Did you not force Mr. Creig, his predecessor, to resign, so you could appoint your father-in-law? Who is responsible for the safety of the elevator and things around the Monument?

Fifth. How many men employed in the office under Col. Harts, including Army officers, and their work and salaries? How much leave of absence are they allowed? How much private property is stored in those houses? Have you ever appropriated any property coming to the storehouse from the White House to be condemned for your own use, and by whose authority? How much has the repairs to the auto you use amounted to the past year up to date? Who does the repairs? Have you a regularly employed chauffeur, and what is his salary? The sundry civil appropriation is made for the department in a lump sum, and I have a reason to believe they use it to suit themselves.

Sixth. How many monthly men employed at the White House under your control, and their salary and the work they do? How many laborers, and their salaries?

P. S.—Mr. Nolan, I hope you will try and make this out and peruse it. If it does not help you in your present good work, it may help you should you run against anything that F. F. Gillen is concerned in. You will know something of the man and how to handle him.

You must excuse my bad writing, but I am anxious to help you, and could I navigate would surely attend the hearings.

Hon. Mr. NOLAN, M. C.

DEAR SIR: I am one of a great many who is obliged to live—if you can call it living—on $450 per year. I am employed as laborer in the Library of Congress. I find it impossible to keep my family on that sum; we sometimes suffer for the necessaries of life. Wishing you success and long life.

Yours, respectfully,

J. A. COLLINS, *30 Myrtle Street.*

4122 FIFTH STREET NW.,
Washington, D. C., March 3, 1916.

Hon. JOHN I. NOLAN,
Washington, D. C.

DEAR SIR: I want to thank you for the interest you have taken in the underpaid underclass of Government help. I draw $720 per year, yet if it was not that I have a small income outside of that I could not make ends meet. I can't let go of the $720, because I couldn't exist without it, being too old to secure a position elsewhere, and how a man can pay rent and keep a family of three to more children on $2 a day is a secret I don't want to learn.

Very respectfully,

H. J. LYON, *Interior Watchman.*

WASHINGTON, D. C., *March 18, 1916.*

Representative NOLAN.

SIR: With regard to your bill, the hearing for which will be had on Monday, the 20th instant, I wish to submit the following for submission to the committee, as an example of how difficult it is for a married man to exist on a small salary.

I am employed in the Department of Justice; my salary is $1,000 per annum. Board of a good substantial nature costs my wife and myself $50 per month—in fact were I to attempt boarding at a cheaper rate than $50 I am sure the class of food and service obtained at a less figure would be inferior and hardly nourishing enough to keep body and soul together.

After board of $50 is paid, there is left out of monthly salary the small amount $33.33. Of this amount there is always a demand of about $5 a month for washing and laundry, which leaves us about $28 to fall back on. Insurance (which everybody needs) calls for about $1 a month, and clothing is always in demand, and by the time I pay my wife's insurance and mine, buy the necessary clothing to keep up a decent appearance, there is very little left for emergencies, and so far I have never since being married had an opportunity to lay aside any of my monthly pittance for future use.

Just at the present I am faced with a doctor's bill of $210, due to my wife's recent illness of pneumonia, and had I been drawing a salary for the past three years of, say, from $1,200 to $1,400, the present predicament I am in would have been met, for with a salary of that size I could have at least had enough in a bank to meet such an emergency at any time.

As it is I am doing work at a small salary while others who do the same class of work get anywhere from one and one-half to two times as much. I believe I get too small a salary, and that the entrance salary of $900 is too small for any clerk to receive, and that there should be at least a change in that—either to $1,080 or larger.

I hope this information will convince the committee for the necessity of legislation for the betterment of the clerks in face of the present high cost of living, and I present it with that end in view.

Very respectfully,

R. E. NORFLEET, Jr.

STATE, WAR, AND NAVY DEPARTMENT BUILDING,
Washington, March 23, 1916.

Hon. JOHN S. NOLAN,
House of Representatives.

DEAR SIR: Permit me to address you in the interest of the corps of watchmen of the State, War, and Navy Department Building and ask that you inquire into the subject matter of this letter with a view to their relief.

By the accompanying order you will see that among other duties we are required to patrol outside the building from 6 p. m. to 6 a. m. each night (this we believe to be a requirement not exacted at any other Government building). Last fall we were required to buy uniforms at a cost of $16 each and an order is now issued requiring the buying of summer uniforms at a like cost. Having the night patrol above referred to it is reasonable to assume that next fall we will be required to buy overcoats. All these are new demands upon the force. We receive a salary of but $720 per annum, out of which these additional expenses must come.

By way of contrast your attention is called to the park police force, which comes under the same supervision as do we. These men receive a salary of $840 per annum and in addition their uniforms are furnished by the Government.

Our meager income is scarcely enough for existence and these added expenses are a burden.

Whatever you may do in the way of relief will be a real help to us and greatly appreciated.

Respectfully,

WATCHMAN,
State, War, and Navy Building.

NATIONAL ASSOCIATION OF UNITED STATES CIVIL SERVICE EMPLOYEES AT NAVY YARDS AND STATIONS,
Washington, D. C., March 28, 1916.

MY DEAR CONGRESSMAN: Under the leave granted me yesterday to insert certain data in my statement before the Subcommittee on Labor, I forward herewith a table showing the per annum and equivalent per diem pay of chief clerks and clerks at the Philadelphia, Norfolk, and Washington Navy Yards, and the pay of the same positions outside the navy yard in the same city; and a letter from the president of the Washington Branch No. 9, National Association of United States Civil Service Employees at Navy Yards and Stations explaining in detail the messenger boy and minor clerk situation.

Thanking you for the privilege of inserting these two documents in the record, I remain,

Very truly, yours,

ALFRED H. RODRICK, *President.*

Hon. JOHN I. NOLAN,
Subcommittee on Labor, House of Representatives,
Washington, D. C.

Table showing the per annum and equivalent per diem pay of chief clerks and clerks at the Philadelphia, Norfolk, and Washington Navy Yards and the pay of the same positions outside the navy yard in the same city.

	Chief clerks.	Clerks.
PHILADELPHIA.		
Navy yard	$1,800 ($5.76)	$700 ($2.24)–$1,700 ($5.44)
Outside firms	$1,800 ($5.76)–$4,000 ($12.80)	$775 ($2.48)–$2,500 ($8.00)
NORFOLK.		
Navy yard	$1,500 ($4.80)–$1,875 ($6.00)	$775 ($2.48)–$1,475 ($4.72)
Outside firms	$1,500 ($4.80)–$3,000 ($9.60)	$900 ($2.88)–$2,000 ($6.40)
WASHINGTON.		
Navy yard	$1,500 ($4.80)–$2,100 ($6.72)	$675 ($2.16)–$1,575 ($5.04)
Navy Department	$2,250 ($7.20)–$2,500 ($8.00)	$840 ($2.64)–$2,000 ($6.40)

NOTE.—Messenger boys at navy yards receiving from $325 ($1.04) to $625 ($2) perform clerical and typewriting duties.

WASHINGTON BRANCH NO. 9,
NATIONAL ASSOCIATION OF CIVIL-SERVICE EMPLOYEES AT NAVY YARDS AND STATIONS,
Washington, D. C., March 20, 1916.

From: President Washington Branch.
To: President National Association.
Subject: Messenger boy and minor clerk situation at the Washington Navy Yard.

1. Your attention is invited to the condition of the messenger boys and minor clerks at the Washington Navy Yard for consideration at the hearings on the Nolan minimum-wage bill.

2. The situation can probably be most clearly shown by making a comparison with the apprentice system in the mechanical trades now in vogue in the Washington Navy Yard.

3. The pay of apprentices is as follows:

	Per diem.
First six months	$0.88
Second six months	1.28
Second year	1.68
Third year	2.16

The fourth year, if 20 years old, he advances to machinist, $3.28 per diem. The advancement from one grade to the next is dependent solely on the fitness of the apprentice and regular examinations are given to determine his fitness. Of course, not every apprentice goes through the grades in the shortest possible time, but he has the opportunity to do so.

4. The pay of messenger boys and minor clerks is as follows:

Messenger boy, $1.04 per diem, with privilege of advancing to $2 per diem on recommendation of head of department. For further advancement he must take a civil-service examination.

Minor clerk, $2 per diem, with privilege of advancing to $2.80 per diem on recommendation of head of department. For further advancement, he must take a civil-service examination.

5. The messenger boy apparently has as good a chance, it seems to him on entering the service, as the apprentice who enters at the same time as he; but he soon finds to his sorrow that when the apprentice friend is getting a journeyman's wage and can set up a home, he is still rated as a messenger boy at $2 or less. He has applied himself and learned his business, but the advancement in salary is dependent on chance and not on his fitness and industry. The percentage of messenger boys and minor clerks is so large that natural progression by grade is not sufficient to give him a living wage when he comes to man's estate. The passing of the required civil-service examinations does not guarantee a promotion, but he must take chance on a meager sum for promotion being allotted by the Navy Department or on some one ahead of him dropping out.

C. EDW. REED.

HEADQUARTERS SECOND CAVALRY BRIGADE,
Douglas, Ariz., March 23, 1916.

Hon. JOHN I. NOLAN,
Member of Congress, Washington, D. C.

DEAR SIR: I noticed yesterday in our local paper that hearings by a congressional committee on the bill introduced by you in regard to allowing Government employees a minimum wage of $3 a day, is to commence soon.

This measure is timely and just, and I wish to express my gratification and hearty thanks to you for your assistance in promoting the welfare of certain poorly paid classes of Government employees, who have been struggling along for many years on a hopelessly inadequate salary.

My case, no doubt, is only one among thousands of other workers who are trying to subsist and support a family on a salary, that at the present high cost of living, actually does not suffice to procure the bare necessities of life, not to mention any of its luxuries. This being the case in the Northern States, the struggle is still keener down here on the border where provisions average from 25 to 50 per cent higher than any other place in the United States.

I have been employed in the War Department as messenger for 15 years, on a salary of $60 a month, and as there is no provision made for the promotion of this class of employees, the poor $2 a day is the limit of attainment.

On this salary I have been and am now—though only rated as a messenger—doing clerk's work, such as typewriting and correspondence, which many of the messengers are compelled to do at the various headquarters and posts outside of Washington—to save the Government the expense of paying the higher salary of a clerk.

After going through the mill of writing down your life history, taking examinations, waiting for years for an appointment, swearing allegiance to the United States Government on half a dozen formidable looking documents, and then being on probation for six months, it is certainly a brilliant achievement at last to "land" a messenger job at the princely salary of $2 a day with no chance of promotion. A brainless Mexican peon down here on the border that can neither read nor write his own nor any other language, but is getting from $3 to $5 a day none the less for working around a mine or smelter, would laugh at the idea of going through such an ordeal in order to get a $2-a-day job.

Many of the Army messengers, like myself, have been shifted about from place to place on the Mexican border with their families for the last three or four years, enduring all the hardships and inconveniences of camp life with sand storms and mosquitos thrown in, and in the performance of their duties, incurring the dangers of Mexican bullets at various times during the fighting at Naco, Nogales, and Douglas, and it would appear that a salary of $2 a day is out of proportion to the service rendered.

Being subject to the Army Regulations, the messengers are liable to be ordered in the field at any time, and as his salary of $2 a day will not permit him to keep his family at a permanent station, he has to take them along and pay their fares, which further adds to his financial troubles. During the last

three years I have changed station four times and paid $75 in fares for my family.

These are a few of the troubles besetting the many poorly-paid workers, and the hope of the service is that the Nolan bill may be passed at any early date, which would relieve many of us of much worry and lengthen our years of life.

I would be very grateful to you for a few words in regard to the progress of the bill, and trusting the civil service may have the benefit of your continued and esteemed support, I beg to remain,

Very respectfully, yours,

KAY ROSSMAN,
Headquarters Second Cavalry Brigade, Douglas, Ariz.

CHICAGO, ILL., *March 24, 1916.*

Hon. JOHN I. NOLAN,
House of Representatives, Washington, D. C.

DEAR SIR: We, the undersigned warehouse employees of the Quartermaster Corps, United States Army, at Chicago, Ill., noting, with interest, your activity in securing a living wage for Government employees, desire to express to you our sincere thanks and appreciation for your efforts.

Most of the undersigned have been on duty in the Quartermaster Corps of the United States Army in a civil capacity for many years, and we have been unable to secure an increase in salary although the cost of living has increased very materially since we entered the Government service. The majority of us receive $60 a month with no immediate prospect of securing any more pay. We are all men of families. One of our number has 10 children. To properly clothe and feed our families is becoming quite a problem with us, especially in a city like Chicago where so much of our money goes for house rent and transportation. Having been with the Government so long makes it difficult for us to secure employment elsewhere. Anything that you can do to secure a minimum wage to be paid to all Government employees will have our heartfelt appreciation.

We have written to all of our Representatives in Congress, and they have all promised to help secure for us a living wage.

Very respectfully, yours,

LOUIS KARASEK,
JOHN C. KELLOGG,
LEON F. JOSKI,
G. C. DORSEY,
OSCAR PAECH,
BERT F. BIBBS,
ALOIS HOEFLEIN,
LOUIS WOERNER,
BERNARD BOHNEN,
ALFRED LONG,
G. W. F. OLDHAM,
ALFRED LAWSON,
WILLARD S. COX.

WASHINGTON, D. C., *March 24, 1916.*

To the FEDERAL EMPLOYEES' UNION,
Washington, D. C.

SIRS: I read in one of the newspapers a few days ago a statement from the gravedigger at Arlington. It brought tears to my eyes when I read that man's letter telling how hard it was for him to get along or live on the small wage of $40 per month. My sympathy ran out for him.

I myself have a wife and 10 children to care for out of a small salary of $660 per year. The cost of living is so very high, and I have gotten to the place where I can hardly exist at all. After paying the rent, buying a few clothes for the children and shoes to keep them in school, I have nothing left to buy fuel with.

Of the 10 children I have 9 to feed and clothe, also my wife and myself. We must be fed at least twice each day. So, gentlemen, you can see at once that if I give them only two meals a day, at 10 cents a meal, that would be $2.20 a day just for board alone. Now, what is left for clothing, fuel, rent, and the other necessities of life? Now, coming down to the house rent, I am compelled to have a large-sized house for the health department will not allow more than three to sleep in the same room; and a large-sized house usually costs me about $18.50 per month.

Two meals a day at 10 cents a meal for 11 people is $2.20 a day, or $66 per month for board, and house rent at $18.50, makes a total of $84.50 just for board and house rent, which amount is $29.50 more than my month's wages. Now, you can see about what shape it leaves me in with nothing for fuel, clothing, doctor's bill, car fare, or pleasure.

I pray that the day may come when this Government will see the horrible conditions of the underpaid Government employees, who perform duties of laborious work.

God grant that the Nolan bill may be passed, or some other bill to relieve suffering humanity.

Respectfully,

EMPLOYEE OF THE DEPARTMENT OF AGRICULTURE.

Statement covering the increased cost of living taking the year 1900 as compared with the year 1916.

[Made by Mrs. Mollie Holliday, wife of Arthur H. Holliday, laborer employed at the Arlington Cemetery, Alexandria County, Va.]

	1900	1916		1900	1916
Meal.....per peck..	$0.10	$0.30	Milk.....per quart..	$0.05	$0.10
Flour.....per barrel..	4.00	8.00	Butter.....per pound..	.12	.34
Hominy.....per quart..	.03	.07	Beefsteak.....do....	.10	.....
Beans.....do....	.08	.20	Pork.....do....	.08	.....
Meat (fat back) ..per pound..	.06	.17	Shoes.....per pair..	1.00	1.75
Potatoes.....per peck..	.15	.35	Calico.....per yard..	.05	.10
Coffee.....per pound..	.10	.25	Cloth.....do....	.20	.45
Sugar.....do....	.04	.07	Rice.....per pound..	.04	.08

Prices of beefsteak and fresh pork are not given for the year 1916, as they are too high for us to buy. Prices of eggs not given, as have my own chickens.

Necessities have increased in the last 16 years from 1 to 200 per cent.

MOLLIE HOLLIDAY.

The following is a list of employees of the Arlington National Cemetery and their rate of pay:

[All married except 3.]

	Rate of pay.		Length of service.
H. C. Magoon, superintendent	p. m.	$100.00	
Brent Dye, overseer	p. m.	60.00	14 years.
John Dye, janitor	p. m.	40.00	25 years.
Robert Anderson, laborer	p. d.	1.50	12 years.
Raymond Beale, laborer	p. m.	40.00	6 years.
Walter Burgess, laborer	p. d.	1.50	7 years.
Albert Creed, laborer	p. m.	40.00	Do.
Minor Dodson, laborer	p. m.	45.00	16 years.
Geo. Flaharty, laborer	p. m.	55.00	25 years.
Frank McAtee, laborer	p. m.	50.00	9 years.
Arthur Holliday, laborer	p. m.	40.00	8 years.
Gus Jackson, laborer	p. d.	1.50	7 years.
Gibson Payne, laborer	p. d.	1.50	20 years.
Eli S. Steadman, laborer	p. d.	1.50	9 years.
John Kerns, laborer	p. d.	1.50	14 years.
Philip Marcey, laborer	p. m.	40.00	22 years.
J. H. Marcey, laborer	p. m.	60.00	32 years.
Joseph Williams, laborer	p. m.	40.00	9 years.
Arthur Williams, laborer	p. m.	45.00	12 years.
J. W. Dameron, laborer	p. d.	1.50	8 years.
Thos. D. Seals, laborer	p. d.	1.50	9 years.
Owen Killian, laborer	p. d.	1.50	Do.
Clarence G. Holmes, laborer	p. d.	1.50	15 years.
Chas. Honesty, laborer	p. d.	1.50	2 years.
A. C. Weeks, inspector	p. m.	75.00	7 years.
Arthur Dixon, night watchman	p. m.	50.00	2 months.
D. H. Rhodes, landscape gardener	p. d.	1.50	37 years.

ARLINGTON, Va., *March 22, 1916.*

Mr. CHAIRMAN:

DEAR SIR: I respectfully address to you these few lines in regard to the underpaid employed laborers of Arlington Cemetery. It is said to be the leading cemetery in the world, and it is the lowest pay under the United States. The day men get $1.50 per day and the monthly men get from $40 to $60 a month. Dear sir, I have been employed there for a number of years; when I first went there to work I got $1.25 a day and then they got to paying $1.50 a day, and now I get $45 a month, and I have been in debt ever since I have been working there; and what more can I expect, with seven children and self and wife to support and only $45 a month to cover all expenses with, and working for the United States Government; and my wife and little children have to go out and work whenever they can get anything to do to make money to buy clothing to help me, because my pay is so small that it takes it all to get something to eat and pay my car fare to get to work.

I truly hope through the help of God that you may succeed in getting better pay for the underpaid laborers at Arlington Cemetery.

Yours, respectfully,

MINOR DODSON, *Arlington, Va.*

BATON ROUGE, LA., *March 30, 1916.*

Hon. J. I. NOLAN,

House of Representatives, Washington, D. C.

MY DEAR SIR: Inclose herewith find clipping from our daily paper of this date. I desire to congratulate you in your effort for fair pay to the laboring men who toil in the national cemeteries of our Government.

The writer is one of the 75 superintendents of national cemeteries, and in charge of the one located in this city in which district the pay for laborers is from $30 to $40 per month, which amount, in my opinion, is unfair and unjust to the laborer who must pay rent, fuel, and increase of living expenses.

Your comment on the subject in general leads the undersigned to call your attention to the salaries of the superintendents, which have not been changed for more than 30 years.

Some two or three years ago there was a bill introduced for an increase of the salaries of these 75 superintendents, indorsed by the honorable Secretary of War, and the Quartermaster General of the Army, favorably reported by the proper committees, and although not certain I believe passed the House. However, for some reason unknown to the writer a new bill found its way and passed both Houses, becoming the law, raising the salary of but one superintendent—and that one at Arlington, Va.—ignoring entirely the other 74 superintendents.

If there is any place in the United States where these cemeteries are located that the cost of living has not advanced 50 to 100 per cent during the past 30 years the writer is ignorant of the location, and if this is true, why, or on what line of reason, should the superintendent at Arlington be singled out and the pay for that station be advanced when the other 74 superintendents are receiving the salaries that were established by act of Congress more than 30 years ago?

I may state for your information that the following is the schedule of salaries for superintendents of national cemeteries: First class, $75 per month; second class, $70 per month; third class, $65 per month; and fourth class, $60 per month, and in addition to the salaries they are furnished with quarters and fuel. This applies to all except Arlington, which salary was raised to $100 per month.

Very truly, yours,

A. D. KING.

APRIL 10, 1916.

Hon. J. I. NOLAN:

I am an unskilled laborer in the Agricultural Department; been employed the last 18 years; not getting more than $40 per month for last seven years, and now, since July last, reduced me to $30 per month. I work five hours a day. I can not live on that. I have three children to care for, and I am a widow, and can not get enough to eat for them and myself to work on; my

family is sickly; we have to go to different hospitals for treatment. I am floor woman; in addition I do char work. Now, my work is fully worth $40, yet I think when any woman is skillful enough to see the work done correctly she should be paid accordingly. Now, I think there is no better way to fight white plague than to give people enough salary to get enough to eat. I speak from experience only. My husband had to have milk and eggs furnished by charity, and we need it, too, but could not afford it. Now, this would be the way to start first to fight it, and don't think there would be so much of it to develop. We will clean up and paint up when we get more money to do so with. I could mention plenty more widows besides myself right here with small children. May God help you to get it for us.

Mrs. S. L. G., *Washington, D. C.*

WASHINGTON, D. C., *March 19, 1916.*

Mr. MARTIN GANSBERG,
National Museum, Washington, D. C.
(For the Hon. John I. Nolan, M. C.)

DEAR MR. GANSBERG: The within is a statement of facts which will make clear to you the way myself and family have been compelled to exist, not live, during the past two years on $60 per month.

On March 1, 1914, I was appointed to a position as watchman in one of the departments here in Washington from the State of Tennessee. Having a family, consisting of a wife and five children, I, of course, brought them to Washington, too. After having been here three months I found that my $60 per month would not pay the rent and feed the family, much less buy their shoes and clothing and other necessities of life. So finding myself in these sad circumstances I was forced to borrow money to send the family back to my wife's father about the 1st of June, 1914, and she remained there until July, 1915, during which time I was struggling to pay back the money I had borrowed, paying $22 per month board, laundry bills, and bills to the cleaner and presser to keep my uniform in shape, as one of the most strict rules where I work is to present a neat appearance to the public.

I was compelled to send my wife a little money to buy the children's clothes, and I was trying to pay back the money I had borrowed. I had a hard time dividing that $60 up every month so as to make both ends meet. I would borrow from one friend and pay the other one. It took me about a year to get out of the little debt I had gotten in in about two months. After getting my debts paid about July 1, 1915, my wife wrote me that her grandmother had given her money enough to pay transportation for the family back to Washington and for me to rent a little cheap house in the suburbs and get a few pieces of cheap furniture and she would come and we would try to exist that way on $60 per. Well, she arrived here the 1st of July, 1915. The 1st of August she was taken sick to her bed and for three months she could not turn over in bed without help. At the same time the children were quarantined with the whooping cough. The doctor was there on an average of every day. My neighbors did my washing and ironing. I did the housekeeping and cooking before and after my work hours. My wife got able to walk a little by using crutches by the 1st of January, 1916, and my fellow workmen made up enough money to send her back to her father again. She is still there. I still owe the doctor bill and $50 borrowed money to a loan company. God only knows when I will ever get this all paid on $60 per. I know from experience of two years that no family can live decent in Washington on an income of no more than $60 per month.

Yours, respectfully,

CARRIGAN.

P. S.—This statement can be verified by Dr. Ohlendorff, Mount Rainier, Md.

A SINNER OR A MARTYR?

I am and have been, off and on, for more than 26 years an employee of the Government Printing Office.

Something like 16 years ago I secured a place as an unskilled laborer for a nephew of mine. He had recently been married to a plain, honest country girl whom I had known for many years out in the Middle West. The man, then 40

years old, was sober, industrious and honest, and from his modest earnings had saved some $700, which he deposited in a bank in this city. He was sensitive and high strung and a liberal provider. For a time he managed to keep his expenses within his meager income, but as additions to his family soon began to appear he found his income insufficient to meet his necessities and he was compelled to draw on his modest bank account until he had nothing left; yet demands continued to increase and he resorted to the numerous "10 per centers" which infested the office at that time, and, of course, became deeper and deeper in debt at each recurring pay day. After months of ineffectual struggle by him his foreman lost out and was dropped from the rolls, and he was promoted and given the place at $2.80 per day for services which his predecessor had received $1,472 per annum for. He being already in debt and in the tolls of "the loan sharks," was still unable to meet the demands upon him and became desperate and, like many others, began to indulge in drink. First only at rare intervals and then not to what is usually regarded as excess.

About this time his fourth child was born, and a friend interceding for him had his pay raised to $3.26 per day. Had this been done in the start he could and would have provided for himself and family, but being already in the hands of these "10 per centers" he was no better off than before, and each pay day saw his earnings go to pay these "Shylocks" their per cent instead of to the maintenance of his family. He simply became exasperated and desperate, betook himself to drink, neglected his family, lost his job, and his family is at the present time subsisting on charity.

Through efforts of friends he has braced himself and is trying to be a man again, but his position is gone, he is discredited, and walking the streets seeking employment. Will anyone give him a show? He is a man and will prove himself so if he can be liberated from these loan sharks.

He is the logical victim of a system of compensation handed out by the United States Government to its underpaid departmental employees. He stands barred from reinstatement under the civil-service rules through the workings of this system. Is there not one of you gentlemen who will assist him? Let the humanity, the God within you reign.

JOHN W. POWELL, *531 Harvard Street.*

WASHINGTON, D. C., *March 22, 1916.*

Hon. JOHN I. NOLAN,
Committee on Labor, United States House of Representatives.

DEAR SIR: I most respectfully beg leave to invite your attention to further facts in reference to your $3-per-day labor bill. Inclosed kindly find a clipping from the Evening Star of March 30, 1914, or two years ago, where I personally illustrated my own experience and observations of Government employees who are receiving less than $75 per month. I receive $55 per month as laborer, performing classified work as electrician helper; have on several occasions passed my examination for classified service with an average percentage of 88, because the executive officials at the United States National Museum, where I am employed, are ardent advocates of cheap labor, and an honest request and petitions from the lower class of employees for a raise of their scant salaries only receive a very sarcastic answer: "If it don't suit you, go and resign." This is positively no business policy to be operated by public servants.

Dear Mr. Congressman, I am personally in position to illustrate before any congressional committee how public money is spent in a most extravagant way on one side, where on the other side a profound piece of niggardness is operated on the salaries, especially on the lower classes of employees, to keep within the limits of the appropriations.

Honorable Mr. Congressman, I am fully convinced that a congressional investigation into the management of Government institutions, particularly of those with the lump appropriation, like the United States National Museum, would bring out startling information. I know several honest, faithful employes; they have received a total increase in their scant salaries during 20 to 30 years' service of $10 per month, while others, and inefficient people, favorites and squatters, have their salary increased more than 100 per cent.

It will be a very well remembered fact that those so-called official reports forwarded to Congress put some of the officials in a very bright, brilliant light. But let the truth be known; they will appear as black as the ace of spades. A substantial increase of appropriations is not necessary to put different Government institutions on a more satisfactory basis, as far as employees' wages

are concerned; but grafting and wasting of public money could be greatly eliminated by itemizing the appropriation.

It is probably not desired to go further into details on this subject at present.

With good hopes and best wishes for success for the early passage of your bill in behalf of the lower classes of the Government employees, I am your honor's obedient servant.

Most respectfully,

JOHN M. MÖHL,
Ex-Soldier and Laborer, United States National Museum.

Address: 1025 Twentieth Street NW., City.

P. S.—I most respectfully beg your pardon for not having my letter in typewriting, as I am not able to pay for all such things out of my scant salary of $55 per month.

If desired, I am prepared to appear before your committee at any time and illustrate my contention in a more detailed way.

With best hopes.

BALTIMORE, *March 23, 1916.*

Hon. Mr. NOLAN,
House of Representatives, Washington, D. C.:

By your permission, I desire to write to you to say that I feel very grateful to you for assisting us poorly paid Government employees by having your bill at present before the Labor Committee, as I am one of the poorly paid employees, just barely getting along, and other men in the service with large families who are receiving $1.75 per day are just struggling along. I feel that you will give us all the assistance you can to have the bill passed, as it is for a worthy cause.

Wishing you success,

Yours, respectfully,

POOR EMPLOYEE.

Hon. JOHN I. NOLAN,
House of Representatives.

DEAR SIR: I am much interested in the progress of your bill fixing the minimum wage of laborers at $3 per diem, and hope to see it go through.

Will this affect the employees of the District government? There are numbers of men in the various departments in the District Building performing duties that require engineering training who are endeavoring to support families on a much smaller salary than $3 a day; have been so employed for years, maintain excellent records, yet can get no relief.

Conditions there certainly warrant an investigation, as promotions come only to those who have had ancestors under the District government.

I am voicing the sentiments of hundreds of these employees and sending this letter anonymously (as I fear if my name became public it would cost me my position); but these statements can be easily verified; and I earnestly hope you will deem it worth while to interest your fellow committeemen to exert their efforts in this direction and relieve the deplorable situation now existing.

Very respectfully,

AN EMPLOYEE.

The following is a list of the commodities required for the maintenance of the house and family compared with those of 14 years ago:

Flour, 1902, $4.50 and $5 per barrel—now $8 and $8.60.

Meats, per pound, 1902, 6 to 17 cents per pound—now 17 to 38 cents per pound.

Beans, per quart, 1902, 6 cents—now 17 to 20 cents.

Potatoes, per bushel, 75 cents—now $1.30 per bushel.

Butter, per pound, 20 cents—now 38 to 45 cents per pound.

Prunes, 8 cents per pound—now 2 pounds for 25 cents.

Lard, 3 pounds for 25 cents—now 15 to 18 cents per pound.

Sugar, 4½ cents per pound—now 7 cents per pound.

Coffee, 15 cents per pound—now 30 to 40 cents.

Milk 7 cents quart—now 10 cents quart.

Cheese, 20 cents per pound—now 25 to 30 cents.

In addition to the above all canned goods have advanced in price, and at the same time have cut the size down to smaller cans.

Also the price of green vegetables has advanced at least one-third since the year 1902.

Since wages have advanced none I think it will only take a glance for anyone to see that with the increase in living since 1902 it is urgently necessary for a laborer's wages to be increased so as to make up for the advance in foodstuffs.

There are a thousand and one items, too numerous to mention, which have advanced beyond the reach of the average laboring man.

Very respectfully,

JOHN KERNS,
1157 Twenty-third Street NW.

WASHINGTON, D. C., *March 24, 1916.*

To the honorable COMMITTEE ON LABOR:

I beg leave to offer the following statement of my living expenses for the last eight months:

Family of two for eight months.

Groceries (at $20 per month)	$160.00
Rent for two rooms (at $10 per month)	80.00
Medicine and doctor bills	23.00
Clothing for myself	7.00
Clothing for my wife	86.00
Laundry (at 75 cents a week)	24.00
Cleaning and pressing (at $1 per month)	8.00
Insurance (life)	12.10
Car fare	20.00
Traveling expenses (wife visiting parents in Alabama)	70.00
Sunday school and church donation (5 cents each per Sunday)	3.40
Charities (at $1 per month, average)	8.00
Stationery and postage	6.00
Other expenses, including recreation and amusement, toilet articles, barber bills, newspapers, shoe repairs, heat and light	90.00
Total for eight months ($75 per month)	600.00
Salary, at $60 per month	480.00

At the above rate my expense for a year would be $900. I have made part of the difference of $120 between my salary and my expenses working before and after my regular work hours. But I was forced to spend a few dollars of my wife's money which she had saved before we were married eight months ago.

My wife has now gone back to Alabama, where she will probably teach during the summer and next year.

Allow me to add that I do not expect to remain in the Government service longer than two or three years, my motive being to attend school while I am here. I am working at the Treasury Department at $720.

Very respectfully,

J. D. MACHEN.

ALDEN, VA., *March 24, 1916.*

Hon. J. I. NOLAN,
United States Congress, Washington, D. C.

MY DEAR SIR: I have been reading with much interest your activity in the House of Representatives in behalf of the wage earners in the employ of the Government, and trust that your efforts may result in securing by act of Congress the advance in salaries that your timely bill calls for.

I have a daughter in one of the departments who has served faithfully for 14 years or more, and is supporting herself and father and mother and sister (the latter having been ill for quite awhile at one of the hospitals) on a wage of only $600 a year.

I could tell you of other equally as touching and pathetic cases. With great respect, I am,

Very sincerely, yours,

W. A. GRAVES, *Alden, Va.*

THE WESTMORELAND,
Washington, D. C., March 28, 1916.

Hon. JOHN I. NOLAN,
Committee on Labor, House of Representatives.

DEAR SIR: There has recently come under my especial observation the case of an employee of the Government Printing Office. He has been there for 21 years—compositor in the job room. He is from New York City and a Democrat all his life. During the 21 years he has been working for the Government he has never once failed to return to New York every year in order to vote the Democratic ticket. At one time he was a newspaper man in Newburgh, and published a Democratic paper there, his partner being John A. Mason, now commissioner of jurors in New York City, and for 25 years secretary of the New York Democratic committee. This man has received $4 per day, which, as he does not work on Sunday, means $24 per week salary. His wife having always been and now being an invalid, requiring the constant attendance of a physician, and all that this entails in the way of drugs and other expenses; and, furthermore, in consequence, unable to do as a woman in perfect health could to curtail expenses, this man has carried a weary burden, and it has been impossible on $24 per week to amass much of a fortune. He is now extremely ill of lead poison absorbed from the invironment in which he works. It seems a law has been passed providing for people who are mechanically injured, by machinery, for instance. This law should in all decency be such as to cover such pitiable cases as this one I refer to, but it does not, I am told; hence this man's salary ceased when he was taken ill. After 60 days his name will be stricken from the list of employees of the Government Printing Office and he will have to be reinstated when he recovers, if he goes back to work.

For weeks he has been a great sufferer, and his wife, far from well herself, is now incapacitated for taking care of him longer and he must be taken to a hospital. Who will pay his bills while there, and her's while he is confined there?

That his disease is the result of his business as compositor is testified to by his attending physician, a man of high standing, and in a consultation with the physician of the Government Printing Office, the latter confirmed his diagnosis.

This Government employee and his wife are people of refinement and shrink from publicity, but I am ready to testify that this is an authentic account of the entire matter. I have been to see them, and they have my deepest sympathy, not only that but I want to accomplish something that will be of benefit to them, and that quickly before it is too late. Who will help me right now?

Yours, truly,

MRS. ALFRED BENNETT-ILES.

WASHINGTON, D. C., *March 21, 1916.*

Mr. MCLAUBIN.

SIR: I most respectfully request that you intercede in our behalf, through the Federal Government Employees' Union or other sources, to right an injustice that is being done us in which we are helpless to help ourselves. All employees of the Washington Aqueduct and Filtration Plant who get over $80 per month get Sundays, holidays, half day Saturdays, and 30 days' leave. All civil-service employees here who get less than $80 per month work Sundays, holidays, half day Saturdays, and get only 15 days' leave. We have no one to appeal to, as we are told if we do not like it to quit and get a better job; that is all the satisfaction we get. We are all civil-service employees, being under the War Department, the Chief of Engineers Office, in Washington. There is at least 5,000 civil-service employees who only get 15 days' leave, because they can not be spared. What seems so funny here is that everybody who gets over $80 per month can be spared.

What the civil-service employees want here is a bill before Congress to give every civil-service or Federal Government employee, whether clerical or mechanical, 30 days' leave, and those that can not be spared to pay them for the time that they can not be spared. There are civil-service employees out here who get less than $1.50 per day. You can get any imformation you want from any one out there who draws less than $900 per year. Kindly investigate this

and see if something can not be done, as I am representing the sentiment of 25 employees at the Filtration Plant, First and Douglass Streets NW.

Respectfully,

_____.

(Please do not let this letter go astray, because if they found out who wrote this my job would not be worth a snap of your finger.)

WASHINGTON, D. C., *March 24, 1916.*

Hon. JOHN I. NOLAN,
United States House of Representatives.

DEAR SIR: I was a messenger for Hon. Carroll D. Wright, the late Commissioner of Labor, for 20 years or more. After the death of Mr. Wright I was demoted, reduced from $840 per year to $720 per year. I can not tell you how I have suffered to live with a wife and three young children. I had to appeal to charity and friends for help. I was in the hospital and could not get food for my children, as we do not get sick leave here in the Government Printing Office; it makes it real hard for us all.

Before I was made a watchman I only received $48 per month; had to do all kinds of things to make ends meet after office hours, as I do now to get by, as you must know on such a small salary.

If you wish me to come and testify at the Capitol I will do so.

Thanking you so much for your efforts in helping us and hoping you will win out, I am,

Sincerely, yours,

J. O. RUSSELL,
Watchman, Government Printing Office.

WASHINGTON, D. C., *March 18, 1916.*

Hon. J. I. NOLAN,
House of Representatives, Washington, D. C.

DEAR SIR: Please pardon the liberty I take in writing you this, but I feel it my duty to do so in behalf of my fellow workers and myself.

I read an article in the newspaper where a certain move has been made to increase the pay of certain Government employees, of which you are the main factor. What I want to say is this: Does this include messenger boys?

A certain law passed back in 1909, under Taft's administration, reads as follows: "Messenger boys appointed since September 18, 1909, can not be promoted to another grade." Even if a messenger boy passes a higher examination he can not be promoted. I want to ask you if you can do anything for us, who are so unjustly treated? A great per cent of the clerks in the Government to-day entered the service as messenger boys, but they were appointed before 1909. It stands for reason that a messenger boy working in the Government and knowing that he can not be promoted will not render efficient work. If this unmitigated law was recinded, the messenger boys would work for advancement, and the messenger service would be much better. There are hundreds of messenger boys in the Government to-day who could take up the duties of a clerk who resigns. Even if this law could not be repealed the Government could at least pay the messenger boys more.

Hoping you will give this matter due consideration, I remain,

Yours, truly,

RUSSELL RITENOUR,
Messenger Boy,
Interstate Commerce Commission.

WASHINGTON, D. C., *March 23, 1916.*

Hon. Mr. NOLAN.

HONORABLE SIR: Just to inform you and the honorable committee as to the pay of the special-delivery messengers here is an item:

Bicycle	$45.00
Average cost to repair bicycle, per year	24.00
Winter uniform	15.00
Summer uniform	8.75
Bond	1.00
Total yearly expense	93.75

Salary received, per day	$1.50
Average salary, per month	43.00
Average monthly expense	7.80
Average clear salary, per month	35.20

Thirty-five dollars and twenty cents per month for living expenses. About half the messengers working are married men.

P. S.—These messengers never receive any vacation or sick leave. Sometimes they are hurt while performing their duties for the post office, but have to pay their own expenses.

BELTSVILLE, MD., *March 28, 1916.*

MR. NOLAN.

KIND SIR: I have been employed by United States Government on the Animal Industry farm at Beltsville for going on six years at $40 per month. Living has become so high and rent to pay, and have six in family, four children. Have wood to buy; takes from two to three cords a month. House rent, $8; it takes from $25 to $30 a month to feed my family, and we have the cheapest food you can buy. Have tried for three years to get more money, and get turned down every time. I owe debts, and it seems impossible for me to pay them, and people say I am dishonest. I don't have money left to buy clothing and shoes for my little folks, how can I pay debts. Have had sickness in my family this winter also. I write to you, Mr. Nolan, trusting you may be able to help me, as I have read of your good work trying to get the poor laboring men more money. I have some time off and have been cutting cord wood to help along.

Yours, truly,

J. F. CHINN, *Beltsville, Md.*

SEAT PLEASANT, MD., *March 24.*

DEAR SIR: I will begin my letter by expressing my thanks and admiration to you for the noble work you are doing. God will surely help you in your efforts to make things better for the poor. I read the paper every evening, and I thought it would help you a little in the good work you are doing if I would tell you that down on the Eastern Branch of the Potomac River, close to the Pennsylvania Avenue Bridge, is a Government dredge where men are working 12 hours a day, from 6 a. m. to 6 p. m. They get $40 a month and their board. My husband is one of the men. He comes home every Saturday evening and goes back Sunday night. He can not spend any more for car fare. We have one child going to school. I have tried to live on $5 a week. We have meat on Sunday. I have one fire going in the kitchen. My little boy asked me why I did not make a little fire in our ice-cold bedroom. I told him we were too poor to buy any more coal. I get a quarter of a ton at a time. My house rent is $10 a month. I go to town once a month; that costs me two car tickets; $40 a month pays for what we eat—coal for one stove. The only suit of clothes my child has is the one he wears to school. I have one street dress that I wear to the store and when I go to town. I buy one pair of shoes in a year. My husband gets working clothes, such as overalls, shoes, and socks. We have not a cent left.

If I go out to work my child and my home will be neglected, and the small pay I would get would not be much help. Mr. Nolan, please do not give my name to the public. My husband might be discharged, and we have nothing to live on while he would be looking for another job. I hope these facts may help a little.

Respectfully,

---

902 TWELFTH STREET NW.,
Washington, D. C., March 17, 1916.

DEAR MR. NOLAN: I submit herewith a statement which you may, if you see fit, introduce in the record of the hearing on your minimum wage bill.

You are engaged in a great work. If I can help you in any way, I shall be only too glad to do so.

Very truly, yours,

C. B. HEMMINGWAY.

STATEMENT OF C. B. HEMMINGWAY, OF WASHINGTON, D. C.

Mr. Chairman, gentlemen of the committee, the actual experience of a Government employee in the matter of promotion will be illuminating, and therefore I will tell you such a story.

He entered the service in 1883, at the age of 27 years, as a copyist at $900 a year. He was, however, set to doing a high grade of work for which the compensation ranged from $1,200 to $1,800. At the end of a year his record for rapidity and accuracy was among the highest, and without any outside influence of any kind having been exerted his chief of division, solely on the ground of merit, recommended that he be promoted two grades—from $900 to $1,200—and he was so promoted. He continued to do $1,800 work for a number of years, and finally did $2,000 work, always ranking with the best for rapidity and accuracy, and yet got only $1,200.

About 1890 a system of examination for promotion was adopted. He took the examination and easily won promotion to $1,400. Next year he took the examination for promotion to $1,600, and got second place on the list, with several hundred competitors. But the administration changed, no promotions were made from the list, and the system was abolished. Upon reorganization of the force, however, his merit was recognized, and, without any outside influence of any kind having been exerted, he was promoted to $1,600. A year later a vancancy occurred in the $1,800 grade, and upon the statement of a superior officer that "for efficiency and in every other respect he deserves promotion more than any other clerk in his grade," he received the promotion to $1,800, and no extraneous influence of any kind had been exerted in his behalf.

Shortly afterward the administration again changed and there was a reorganization and he was reduced to $1,300. Upon protesting to the head of the bureau he was informed: "There is nothing at all against you. Your record is first class in every respect. You are a very efficient clerk, but I simply had to have your place for another man—a good Republican."

Next year a considerable reduction of force was made and he was discharged. Some months later he was reinstated, but at $900. He was kept at this salary many years, although doing $1,800 and $2,000 work all the time. Finally his chief of division became ashamed of the fact that his "best clerk" was getting only $900 and asked for his promotion and he was promoted to $1,000. A year later there was a great rush of work and he easily took the lead of the bureau in quantity and quality of work done, and his then chief of division, a very fair man, who considered merit only, secured his promotion to $1,200, and some months later tried to get him promoted to $1,400 on the ground that "he is the best clerk I have, and certainly the best at his grade in the bureau." The promotion was promised, at the first opportunity, but it was never made, and he is after many years, and after a generation of service, during which most of his work was of the $1,800 and $2,000 classes, still getting $1,200 a year.

He is now 60 years old and as efficient as ever, but the prospect for promotion seems altogether hopeless. His family circumstances have taken all his means except a few hundred dollars. When receiving good salaries he accumulated several thousand dollars, but the family demands when he was getting only $900 and $1,000 gradually exhausted all the accumulation.

WASHINGTON, D. C., *March 27, 1916.*

To the honorable body, comprising of the most honorable committee, representing the following gentlemen, namely, Representatives Nolan, Maher, Van Dyke, and Denison.

GENTLEMEN: Having followed the columns of the newspapers of different ones, giving in their statement as to how they are compelled to live on such small salary such as is paid by the Government to the employees, I feel it my duty to assist in the cause and protect the same as to giving in my statement. I have been employed by the Government now for a period of 1 year and 6 months, on a salary of $500.40 per year, which is paid Thursday, on the 15th

of each month, $20, and on the last day of each month we receive $25, out of which I am compelled to pay for the support of myself, wife, and six children; five children have to attend school. I here feel it my duty to state to you in a weak way that to keep from having to live in some alley or in the slums of the town I am compelled to pay the sum of $23 per month rent, which, after deducting from $540 for rent $23, leaving balance of $264 to buy clothes, shoes, and feed six children and wife and self. Now, on the 15th of each month I have to prepare the food, clothing, and shoes out of the $20, which leaves me practically nothing at all, which amount has to run the house until the last of the month. Then I draw again my pay, which is $25, out of which I pay rent, $23, which leaves a balance of $2 to live on from the last of the month until the 15th of the next preceding month; therefore I have practically nothing at all to live on from the last of the month until the 15th comes again, saying nothing about clothes for myself or my wife either. Now, gentlemen, here is just a rough estimate as to our living for the first $20:

1 sack flour, 24 pounds to sack	$0.87
2 dozen eggs, at 22 cents dozen	.44
3 cans tomatoes	.25
6 pounds rolled oats	.20
5 pounds sugar	.38
3 pounds compound lard	.38
1 can baking powder	.10
½ pound tea	.30
1 pound coffee	.28
4 pounds prunes	.25
1 peck corn meal	.25
2 cans sirup	.20
6 pounds smoked shoulder	.81
4 cakes soap	.20
3 pounds starch	.10
1 package blue	.05
1 peck potatoes	.30
¼ peck onions	.12
	5.48
Block wood for fire	.50
1 ton chestnut coal	7.65
For groceries as itemized	5.48
For food and fuel for the household	13.63

Out of the first payment every month of $20, with this payment out, $13.63, leaves me a balance of $6.37 to buy clothes, shoes, and other little items such as we should for a family of eight.

Gentlemen, this I submit to you all for your consideration and hope that it may do some great good. I further hope that the good Lord will inspire this thought into each and every heart of you so that with our support it may be the means of the great Nolan bill becoming a law, and thanking you all again and hoping you all Godspeed, and that a crown may be laid up in Heaven for each of you when done with this world.

I remain, your humble and obedient servant,

GEO. W. CARTER.

---

112 FIFTEENTH STREET SE.,
Washington, D. C., April 8, 1916.

Hon. JOHN I. NOLAN,
House of Representatives, Washington, D. C.

DEAR SIR: The following is a statement by months of cash expenditures for a family of five, consisting of myself, wife, and three children, all girls, aged 9, 7, and 5 years, respectively, for the period from October 1, 1915, to March 31, 1916, inclusive:

	October.	November.	December.	January.	February.	March.	Total for 6 months.
Total	$102.66	$128.00	$144.44	$81.52	$103.84	$82.15	$642.61
Food	41.91	40.73	34.55	40.51	39.25	36.30	233.25
Clothing	22.52	11.13	30.30	7.64	15.02	13.99	100.60
Miscellaneous	38.23	76.14	79.59	33.37	49.57	31.86	308.76
Food	41.91	40.73	34.55	40.51	39.25	36.30	233.25
Meats	10.18	10.93	9.56	10.80	11.02	10.90	63.39
Eggs	2.57	2.60	1.55	5.01	3.64	.70	16.07
Dairy products	8.93	10.07	9.33	9.27	9.91	10.13	57.64
Fruits	3.51	6.07	.30	3.90	3.50	1.88	19.16
Vegetables	4.39	3.07	2.31	2.59	3.67	3.22	19.25
Bread and breadstuffs	3.83	3.87	4.48	5.55	4.26	4.00	25.99
Breakfast foods, etc	.60	.90	.90	.55	.86	1.08	4.89
Candy, nuts, and ice cream	.24	.44	3.56	.49	1.00	1.02	6.75
Sugar	1.63	.76	1.04	1.12	.50	1.62	6.67
Miscellaneous	6.03	2.02	1.52	1.23	.89	1.75	13.44
Clothing	22.52	11.13	30.30	7.64	15.02	13.99	100.60
Ready-made	16.25	3.65	24.46	3.03	8.16	6.35	61.90
Materials for	1.12	.92	3.49	3.91	4.90	5.81	20.15
Cleaning and repairing	4.90	5.10	.65	.....	1.25	.35	12.25
Miscellaneous	.25	1.46	1.70	.70	.71	1.48	6.30
Miscellaneous	38.23	76.14	79.59	33.37	49.57	31.86	308.76
House furnishings	.30	11.50	2.05	1.95	.....	.80	16.60
Fuel, light, and ice	2.09	14.31	15.74	3.74	15.19	3.06	54.13
House repairs	4.80	.....	2.05	.....	.....	.....	6.85
Laundry and soaps	4.06	3.91	3.99	5.38	9.46	7.20	34.00
Medical	1.10	2.70	32.45	.50	4.52	2.18	43.45
Music	13.50	24.00	10.93	13.50	12.25	12.00	86.18
Flowers and garden	1.48	.....	.35	.....	.60	.10	2.53
Contributions and gifts	.65	.28	2.63	1.81	.64	.95	6.96
Insurance	2.68	15.84	1.20	1.51	1.70	1.80	24.73
Car fare	2.75	2.25	3.00	3.25	2.75	2.75	16.75
General miscellaneous	4.82	1.35	5.20	1.73	2.46	1.02	16.58

As will be noted, the total is shown under three general groups, each of which is made up of several subgroups. The various subgroups are themselves totals of different items and, as a separate inclosure which you may use as you deem best, I am submitting a statement showing these items in detail for each of the subgroups given.

The statement is frequently made by Government clerks that they can not live on their salaries. Usually this is countered with the question: "What do they do with it?" The foregoing, with its supporting detailed statement, answers this question with considerable precision. Also, it proves conclusively the correctness of their statement. My salary as a Government clerk during the period covered was $600, while my actual cash expenditures were $642.61.

The difference, however, is greater than these figures would indicate, as the payments shown are cash and do not include certain items properly chargeable to the period covered, as shown by the following:

Fixed charges (for 6 months only):			
Insurance (life)	$65.79		
Less insurance paid	24.73		
		$41.06	
Taxes		16.17	
Water rent		2.25	
Total accrued fixed charges			$59.48
Home canned products used:			
Fruits and berries (approximately 90 quarts) at 15 cents	$13.50		
Jellies, preserves, etc	6.00		
Total (values estimated)			19.50
Cash expenditures			642.61
Total expenditures for 6 months			721.59

In considering this total it must be noted that it includes no rent, as property is owned, which would rent for $22.50 per month, or $135 for six months. The true cost of living, then, would be:

Total expenditures		$721.59
Less taxes accrued (for 6 months)	$16.17	
Less water rent accrued (for 6 months)	2.25	
Less house repairs (for 6 months)	6.85	
		25.27
Total expenditures, excluding rent		696.32
Rent		135.00
Total cost of living for 6 months		831.32

At first glance, to one not familiar with the exact cost of living in this city, the expenses shown might seem extravagant. On closer examination, however, it will be seen that such is not the case. For food $233.25 was paid, and after adding to this amount $19.50, the value of home-canned products used, the total is only $252.75 for a period of 183 days, an average of $1.38 per day for five people, or 9½ cents per meal each. Surely no charge of extravagance can be made here. For clothing the total is $100.60. This is $20.12 for each person, or an average of 11 cents per day. Here again, surely no charge of extravagance can be made.

Under miscellaneous, the largest item and the one most likely to receive criticism, is $86.18 for music. This sum is made up of $70.50 for piano lessons for the oldest two children, $15 for repairing and tuning piano, and 68 cents for incidentals. The right, if not the duty, to give some musical education to girls can hardly be denied, and when it is considered that the total of all other payments for education and recreation amounts to but $2.46 (school supplies $1.08, papers and magazines $1.08, and movies 30 cents), the amount in itself becomes a reasonable one. The second largest item is $54.13 for fuel, light, and ice, of which but 20 cents is for the latter. Argument with the coal man and the gas company is futile, and people must have light and heat. Medical expenses amounting to $43.45 is third in size. These expenses, entirely beyond my control, must be met as they come, whatever they may be. Laundry and soaps come next, with $34, or $1.31 per week. Besides flat work sent out, $19.90 was paid for washing and ironing. This amount might have been saved, but my wife had neither the time nor the strength to do it. Insurance, though apparently large, is not unreasonable. On each of the other members of the family it is barely sufficient to pay doctor bills and burial expenses in case of their sickness and death. On myself, insurance is carried which would scarcely provide for my family for three years in case of my own death. The remaining items in this group are both reasonable and practically unreduceable without being positively close fisted and niggardly. At this point attention is called to the fact that in all the expenses given, there is but $1.08 for newspapers and magazines and but 30 cents for moving pictures. There is not a cent for books, for theaters, lectures, or entertainments, for lodges, clubs, or societies, nor for liquors, tobacco, or other gentlemanly indulgences and sports.

To hold expenses down to the amount shown, every possible economy has been effected. Both prices and needs have been studied carefully and all purchases made with the full knowledge that expenses were exceeding salary received. To enumerate all the many ways by which a few cents were saved here and a few cents there would be long and tedious as well as humiliating. Suffice it to note at this point that 2 spools of thread were used in November, 4 in December, 2 in January, 4 in February, and 7 in March, a total of 19 spools in five months. How much sewing until midnight that means, only the one doing it can tell.

In view of the fact, as shown conclusively in the foregoing, that my expenses very considerably exceed my salary, I can come to but one of two conclusions. Either I am living extravagantly or I am underpaid. If the former, I would indeed be grateful to the one who will point out to me the place wherein the extravagance occurs. If the latter, I sincerely appeal to you, on behalf both of those dependent upon me and of the many fellow clerks, some of whom are even more unfortunately situated than myself, to do all within your power to secure such increases in the salaries of the Government clerks that they may be able to live both respectably and within their salaries.

Very respectfully,

SAMUEL S. SPAHR.

815 ELEVENTH STREET NW., WASHINGTON, D. C.

Hon. JAMES P. MAHER, M. C.,
Chairman Committee on Labor, Washington, D. C.

DEAR SIR: Your honorable committee being in session for the betterment of conditions for employees in the Federal service, including the nether classes, such as mechanics, watchmen, firemen, and laborers (men who work), I, as one of these classes, respectfully place before your committee a few interesting facts regarding men who are employed in one of the greatest institutions of the United States (supported by Governmnt appropriations), the men who are employed as watchmen in the Smithsonian Institution and National Museum, and as briefly as possible I will state these facts leaving out the high cost of living, of which your committee has enough statistics, and confining myself to the duties of a position which pays so little and the qualifications required for a position that only pays $60 per, by those who are my superiors in position and education, but not in the experiences of life, which would tend to have them take a previous proper interest in our welfare.

I will begin by stating the duties of the men employed in the service day and night.

The day men have to patrol hard-stone floors, being on their feet all day, are allowed a short time morning and afternoon for toilet, answer all kinds of questions, some pertaining to Washington, the exhibits, the buildings in which we are employed, and very often some not at all pertaining to our work, operate a switchboard, or rather most of them do, wear a uniform (which they pay for themselves), act as receiving clerks, carry heavy revolvers, are sworn as special officers. They receive four hours off every other Sunday morning, the building being open 365 days a year.

Plenty of decoration and equipment on this job, but not enough of the long green.

All these duties, especially the questions we are asked, are invariably performed with good grace, to which our superiors will testify.

The night men are required to become familiar with three large buildings and two smaller, namely, the old and new museum and the Smithsonian. They turn clocks while on rounds, in the meanwhile making careful inspections of numerous rooms, fire apparatus, etc. Those who are assigned to the new building turn 38 clocks while on rounds and walk 10 acres or more in this building. While stationed in halls they turn clocks hourly on doors; mutual district signals hourly; discipline being necessary in all well-governed establishments, penalties are prescribed for missing clocks, signals, being late for duty, late in making rounds, etc. I am taking great care not to miss any of these signals, as I do not want good Government ink wasted in writing these neglects against my record, and they might also affect my chances for kingdom come. The night men also operate the switchboard, take the time of employees accurately, and have to be careful who they admit into the building after the regular hours.

The day and night men receive less time off than in most of the departments. This is not the fault of our superiors, but probably because of our being employed in a museum. The captain of the watch, with so many responsibilities, grants us all the time off that he possibly can without leaving the watch too short, but his good intentions are often frustrated for various and good reasons.

The salary we are now receiving is not conducive to the well-being of the men or their families, men who guard valuable property that money can not replace, and this in a country the grandest on earth and with the best Constitution and principles ever framed.

But recently I learned that distressing conditions existed in the families of two of the men; being unencumbered, I managed to secure $25 for one of these men. They are both men who do not drink, are good husbands and fathers, and, like others in higher walks of life, endeavor to live respected and die regretted.

Being one of this humble class, I fully understand, better than my more fortunate and powerful brother, what a small salary means, especially when the doctor, etc., comes around to be paid, and, in conclusion, I respectfully thank your honorable and democratic body for being given the opportunity to present this communication.

Yours, very respectfully,

———— ————,
Watchman, Smithsonian Institution and National Museum.

WASHINGTON, D. C., *March 20, 1916.*

GENTLEMEN OF THE COMMITTEE.

SIRS: We, the firemen of the United States Department of Agriculture boiler house, herein extend our sympathy to you in the very righteous move you are making to better the very bad condition of the underpaid and hard-worked employees of this great Government.

Trusting that success will crown you lord of all, I herein voice the sentiment of the firemen and coal passers of the plant.

The high cost of living together with the low salary is quite a hardship to each of us, often making a debt to settle a debt, which keeps us in a very bad state. In writing this letter I am authorized by each individual man to sign his name.

Respectfully submitted.

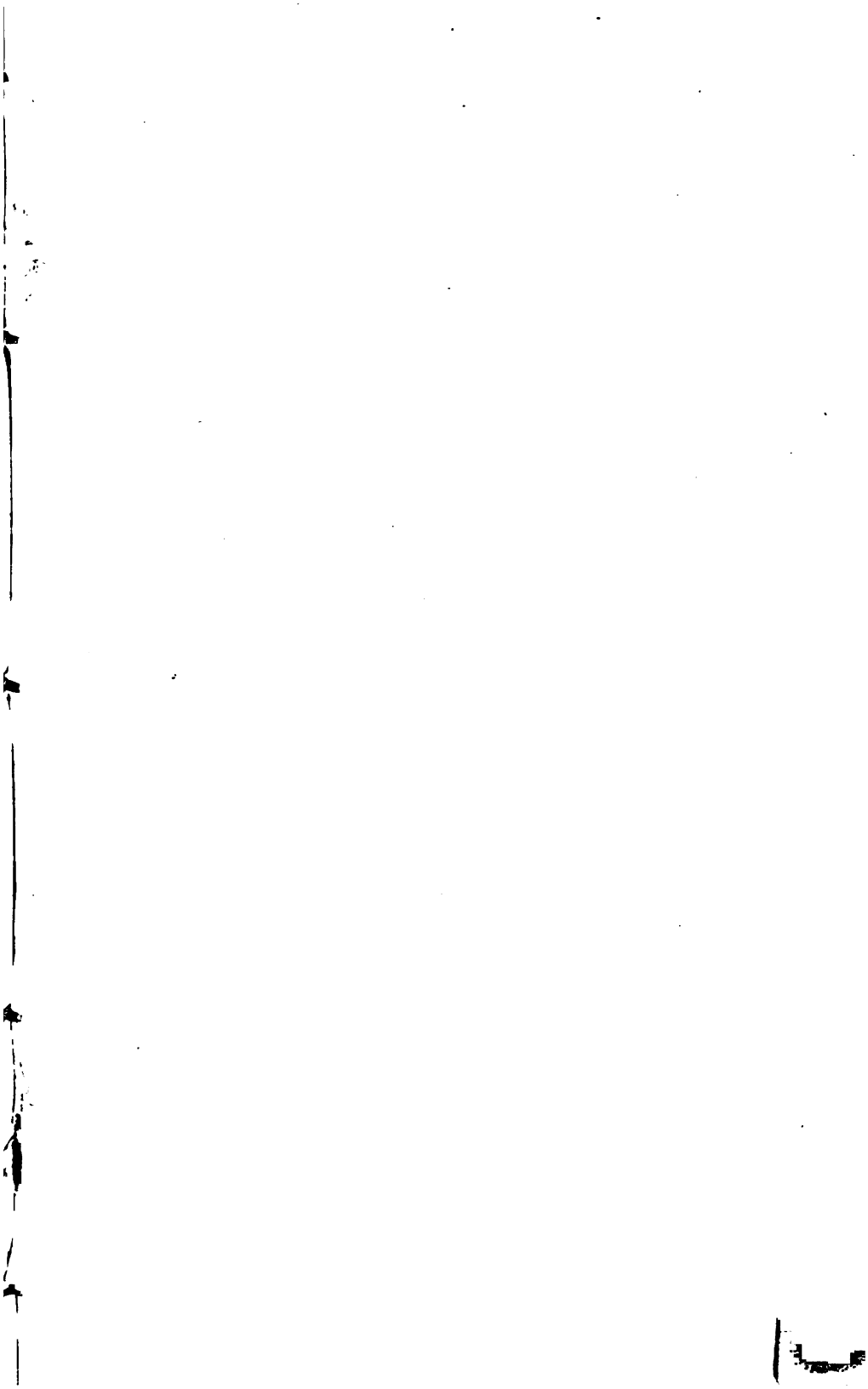
Obediently, yours,

J. S. WILLIAMS,
United States Department of Agriculture.

J. S. WILLIAMS, *Fireman.*
W. M. KIRKSEY, *Fireman.*
A. L. RHODES.
A. E. BROOKS.
FRANK HUNTER.
S. M. GILBERT.

[Extract from report of Consul General E. D. Winslow, Copenhagen, Denmark, Feb. 4, 1916. Printed in Supplement to Commerce Reports No. 4a, Mar. 29, 1916.]

DENMARK.

As the hardships of the war fell most heavily on those having fixed incomes and salaries, the Government has increased the salaries of its employees to meet the higher cost of living.

○